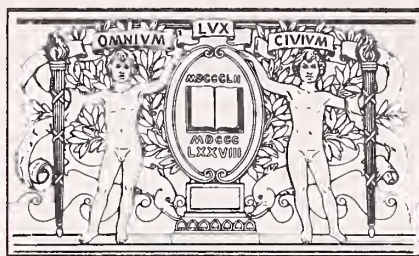


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THE BOSTON PLAN



CITY OF BOSTON / Kevin H. White, Mayor / August, 1977

BMA-0304



I. Introduction

The American city is recognized today as key to our country's economy and strength. President Carter has committed the Federal government to assist the nation's cities in strengthening their vitality.

The people of Boston applaud this effort. It is our hope that this document will support the development of policies and programs needed to achieve the goal of revitalizing our cities.

A. Rationale

Boston is one of the nation's oldest and most historic cities. Characteristic of American cities, Boston has come to rely upon Federal aid to pay for part its operating costs. The cause of this increasing dependence upon Washington has often not been clearly understood.

Over the past 25 years many of the cities in this country have experienced a decline in population. Large numbers of middle class people migrated to the suburbs forcing numerous cities to raise taxes year after year simply to keep up with inflation. In many instances, the void left by the departing middle class has been filled by low income people more dependent on public services than the more affluent they replaced.

The result for cities across America has been a spiralling demand for increased public services--jobs, housing, transportation, education, recreation, health, crime, energy, etc.--paid for out of a decreased local tax base. The solution to this impossible situation has thus far been rather haphazard and piecemeal.

Some cities have gone bankrupt. Many cities have been forced to cutback services provided by local government in order to reduce costs; in some cases a decrease in services has resulted in more efficient management, while in others it has only worsened our nation's unemployment problem.

B. Purpose

The purpose of the Boston Plan is to demonstrate how we can effectively utilize Federal financial assistance in a coordinated and well-organized manner to remedy some of our major problems and to preserve Boston as a viable place to live and work.

This document is a blueprint for improving life in Boston through 72 projects which have previously been beyond the city's capacity to address due to a lack of funds. These projects are all achievable in our judgment and can be implemented in a reasonable period of time given the support of the Federal government. Combined, the 72 projects provide a coordinated attack on some of our most devastating urban problems. The objective of The Boston Plan is to achieve certain, clearly defined goals across the city by focusing our efforts in four neighborhoods. The past ten years'

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experience of Mayor Kevin White's administration offer the Federal government an excellent opportunity to put to the real test many innovative approaches to some of the nation's urban problems.

Boston has become recognized for its success in resolving urban problems. Over the past ten years major new developments have changed the complexion of the city with new office and apartment buildings significantly altering the skyline. Direct municipal investment in the downtown waterfront area has transformed a dilapidated and obsolete commercial area into a new housing, commercial, and tourist center of national reputation. At the same time, innovative housing, neighborhood revitalization, job training, and crime prevention programs have been implemented. Finally, the challenge of busing has been met.

Yet, the City of Boston, like other urban areas, has had to dealt with a declining tax base concurrent with major national recessions, a tight municipal bond market, extensive unemployment, and the absence of a meaningful Federal commitment to cities. Boston has been hard pressed to continue the provision of basic services, not to mention the investment in growth and innovative new programs necessary to insure the city's future vitality. This proposal is, therefore, a request for the coordination of the Federal aid essential to the economic growth of the city.

C. Benefits

The major benefit to be achieved by The Boston Plan is the creation of some 14,000 new permanent jobs over the next five years. The need for jobs is critical since Boston's unemployment rate was more than 10 percent in 1976 reflecting the fact that we have lost more than 50,000 jobs since 1970. Assuming 50 percent of the 14,000 new jobs are filled by some of the 33,000 Boston residents who were unemployed in 1976, our unemployment rate would be reduced substantially to approximately eight percent.

Other benefits of The Boston Plan include the rehabilitation of public and private housing, increased crime prevention services, improved transportation services, better health care services, more recreational activities, and increased energy conservation. The breadth of benefits is such that only a coordinated approach that utilizes funding from a number of Federal agencies will make The Boston Plan a success.

D. Costs

The Boston Plan will require public and private expenditures totalling more than \$500 million over the next five years. Of this total, the federal government's proposed share would be \$122 million. Some of these federal funds could come, for example, from HUD's proposed Urban Development Action Grants, while many of the projects proposed by The Boston Plan ought to be supported by such other federal departments as Labor, Commerce, Energy, Health, Education and Welfare, Interior, Defense,



Transportation, and Treasury. The objective of The Boston Plan is to maximize the impact of Federal funds from these different agencies by coordinating the use of these monies to leverage state, local, and private investment in order to achieve goals which ordinarily cut across traditional departmental lines.

E. The Neighborhoods

To insure the successful completion of a manageable number of projects, The Boston Plan has focused on four high-priority, geographical areas of the city. These areas were selected on the basis of both firm public and private commitments and the existence of effective community organizations. The problems and the solutions represented by these "neighborhoods" are relevant to other Boston areas (and other cities) as well and, therefore, the planning approach used by The Boston Plan ought to be applicable elsewhere.

The Blue Hill Avenue and Hyde Park areas represent neighborhood projects which emphasize the reinvestment and service needs necessary to strengthen two types of urban neighborhoods. Blue Hill Avenue represents one of Boston's most deteriorated areas while Hyde Park is an opportunity for preventive maintenance of one of Boston's strongest neighborhoods. Projects in both of these two neighborhoods involve housing, industrial, commercial, energy and transportation components. The third area deals specifically with the use of a major potential resource, the Harbor, to create new employment opportunities and tax potential for the city. Finally a new neighborhood will be established at Columbia Point where a mammoth, mostly vacant, public housing project will be converted to a mixed-income housing development, and an abandoned shopping center will be reopened.

II. Goals of Specific Project Activities

The Boston Plan is a coordinated attack on our worst urban problems including jobs and job training, public and private housing, crime health, energy, education, transportation, recreation and taxes. In addition to the Executive Summary, this document is organized into four chapters which describe the specific projects proposed in each of the four neighborhoods. This section presents an overview of the effect on the city as a whole of the 72 projects constituting The Boston Plan.*

A. Increased Jobs and Job Training

The creation of jobs and job training are, without question, of primary importance to Boston. The number of unemployed people in this city was approximately 33,000 in 1976, raising the unemployment rate to 10.8 percent last year. Resident labor force participation has declined significantly as suburbanites take three out of every four new jobs. The various projects proposed will result in some 14,000 permanent jobs and 4,000 temporary jobs in Boston over the next five years. Our goal is to capture half of these jobs for Boston residents.



The city is concerned with more than the numbers of jobs, or payroll, resulting from these projects proposed in The Boston Plan. A more important issue is the ability of Boston residents to identify, secure, and maintain suitable employment. To this end, job training, skills center, and/or employment coordinators will be utilized in conjunction with neighborhood recruitment centers. This effort ought to improve the caliber of the Boston work force, leading to expansion of private investment in the city.

One type of job program proposed in The Boston Plan that is replicable elsewhere is the training of "advocates" for eligible recipients of pensions, transfer payments, and unemployment insurance who do not receive such benefits. While close to 25 percent of Boston's households depend on such payments for all or part of their income, many potential recipients are not informed of or do not know how to collect these funds. Since the city does not bear any of the direct costs of these programs, every dollar of increased entitlement income or service provided returns to the city's benefit. Manpower programs using employees as facilitators, negotiators, and information deliverers could substantially increase access to entitlement systems and, therefore, increase personal income.

A major industrial park, the Boston Marine Industrial Park, in the Harbor, will provide jobs for 3,500 unemployed people who have marine repair skills. The Crosstown Industrial Park, on the northern end of Blue Hill Avenue, will generate 3,000 permanent jobs from industries locating there. The former Readville Railroad Yards in Hyde Park offer the third site for development of a new industrial park. This site will either be marketed through the private sector, or will be used by Amtrak for a heavy railway repair facility, creating jobs for some 1,000 people.

Project activities for Blue Hill Avenue and Hyde Park will support some 1,000 temporary construction jobs per year. Modernization and construction of housing and related facilities at Columbia Point, will provide over 1,400 temporary jobs per year. The projects proposed for the Harbor will create the largest number of permanent jobs in conjunction with state and local investment. In addition to the 3,500 jobs to be created within the Boston Marine Industrial Park, reconstruction of the fish pier will strengthen the fishing industry and create 1,000 jobs. The establishment of a Foreign Trade Zone will increase demand for the port and other transportation services while creating 350 jobs. Development of the former Charlestown Navy Yard will generate 1,800 service sector and light manufacturing jobs, and private development of waterfront property for housing and commercial activity will support 2,400 jobs.

* The Appendix to the Executive Summary contains a descriptive and statistical overview of Boston today.



In addition to leveraging private sector jobs, The Boston Plan proposes creation of over 200 additional public service jobs and development of expanded youth employment programs. Public service jobs will include energy-related training and work programs, tenant foot patrols, open space management programs, employment training, and basic construction work. Youth employment programs include housing rehabilitation projects, part-time youth work programs, and development of vocational training programs in conjunction with the neighborhood schools.

B. Expansion of Tax Base

Boston's property tax is used to finance almost entirely the local share of city programs. However, over 50 percent of the taxable property in Boston is owned by tax-exempt organizations, which reduces potential revenue for the city. As a result our property tax rate -- \$252 per \$1,000 assessed valuation -- is the highest in the nation. A combination of factors has seriously drained the city's economic resources, including: inflationary increase of the costs of public services (at the rate of \$40 million per year), the expanding number of poor residents and an increase in the demand for public services, and a decreasing tax base due to a shrinking of Boston's middle-income population. These factors are even more critical considering the fact that Boston must raise approximately 70 percent of its local revenues from the property tax, compared to an average of 40 percent for the nation's 50 largest cities.

The projects described in The Boston Plan, however, will strengthen property values in decaying areas of the city and will create additional sources of local revenue. The three industrial parks described in the previous section will induce substantial private investment and expand the city's tax base. When the Boston Marine Industrial Park is fully operational, for example, the Economic Development Industrial Commission's payment to the city in lieu of taxes will exceed \$1 million. Similar payments by other tax-exempt organizations are part of The Boston Plan's efforts to provide the total revenues needed to revitalize the city. In total, an estimated that \$10 to \$15 million of increased tax revenue could result annually from the implementation of The Boston Plan.

C. Commercial and Industrial Development

The two neighborhood reinvestment proposals, Blue Hill Avenue and Hyde Park will benefit from strengthening of commercial areas. The Blue Hill Avenue program recommends removing the outdated, usually empty and boarded-up storefronts along the Avenue, and using city and Federal funds to strengthen two commercial nodes. Public improvements and business development incentives will also help revitalize the major commercial area in Hyde Park. Plans include attraction of a magnet store and creation of a strong neighborhood business district program. These programs will increase the existing tax base as well as strengthen the perception of the neighborhoods which are dependent upon viable local shopping amenities.



Infrastructure improvements to the Fort Point Channel, development of a major new commercial activity at the old Penn Central Yards, and establishment of a Foreign Trade Zone will also provide a stimulus to commercial and industrial development in the Harbor area of the city. Demolition of abandoned public housing and construction of new mixed-income housing will convert non-taxable property into tax-producing revenues and will encourage new middle and upper-income residents to the area. Related private development of two waterfront parcels on the Harbor occurring at a later phase, will create hotel and market housing as well as mixed-income housing and commercial space.

Revitalization of commercial districts is another focus of The Boston Plan. These programs will in-turn increase the overall level of employment and economic activity in the city. Commercial development of the Harbor will build on Boston's attraction as a tourism center and extension of existing downtown activities. The reopening of the 1,500 square foot Bayside Mall at Columbia Point will create a regional shopping facility while considering the needs and purchasing power of the proposed mixed-income community.

D. Improved Housing

Providing decent housing to residents of public housing facilities as well as to occupants of private housing stock is a common need throughout the four target areas. Boston has experienced greater housing deterioration than many other urban centers to a large degree because of the age of its housing stock.

One of the major proposals of The Boston Plan is conversion of the Columbia Point Housing Project--the largest public housing project in New England and now over two-thirds vacant--to a new mixed-income development. The 1,500 units proposed for mixed-income use will be established through modernization, demolition, and new construction. The city will maintain its commitment to the people presently living at the Point.

Two housing developments for the elderly will add 250 units of new housing in Hyde Park. An elderly development and service center will provide 170 units, including a congregate care facility, for the Blue Hill Avenue area. Privately-sponsored housing on waterfront property at the Harbor, built in a later development phase, will add 1,500 to 3,000 units of mixed-income housing.

Concentrated use of existing city housing programs, in addition to an abandoned housing rehabilitation program, will strengthen the existing housing stock in Boston. Other components of The Boston Plan which will also improve residential quality include energy conservation programs, crime prevention strategies, transportation and infrastructure improvement.



E. Reduction of Crime

In order for the projects proposed in The Boston Plan to be successful, the fear and incidence of crime must be reduced. The demolition of vacant structures and construction of new housing units at Columbia Point, for example, will strengthen the residents' sense of security and will remove obvious targets for vandalism. This improvement alone is not sufficient. A residential security program will also be established at the housing projects in both Columbia Point and Blue Hill Avenue. A community anti-crime program will provide information on crime-prevention measures, promotion of security hardware improvements, and an elderly escort service.

The abandoned housing renovation program, in addition, will further improve neighborhood quality and security by replacing vacant structures with desirable housing opportunities.

F. Improved Transportation Services

Implementation of the projects described in The Boston Plan depend on an upgrading of transportation services, such as roads, bridges, rapid transit, and bus lines. These services will substantially improve access to the project areas, thus increasing job, housing, recreation and cultural opportunities.

Bus and rail improvements are necessary to link better the Blue Hill Avenue and Hyde Park neighborhoods internally and will provide faster connections with job opportunities downtown and in other employment centers. A new trolley line and interim bus service is essential for Blue Hill Avenue to increase access to local employment and commercial centers. Expanded public transit service is especially vital for Columbia Point to reduce the sense of isolation the residents of this part of the city feel toward the rest of the city.

The Harbor proposal, finally, contains two critical transportation components for industrial use of South Boston. A new Seaport Access Road and Northern Avenue Bridge are the necessary infrastructure improvements to provide for efficient truck movement between the industrial areas and the regional highway system. The Seaport Access Road will both enhance the locational advantages of South Boston for industry and keep trucks off local residential streets. A secondary issue is the development of an efficient bus network to bring local workers from such areas as Hyde Park and Blue Hill Avenue to new job opportunities in South Boston.

G. Development of Energy Conservation Capabilities

The sky-rocketing costs of energy and related utilities are a well-known fact these days, especially for Boston homeowners facing extremely high heating bills. Utility costs for the typical property owner, for example, increased over 70 percent between



1973 and 1976. These increased costs seem proportionately higher for owner and tenants with the lowest incomes. Basic conservation improvements, however, can substantially reduce these costs and increase homeowner's ability to maintain their property.

To accomplish these goals, an energy outreach program will be established by the City of Boston providing residents with free cost/ benefit analyses and technical assistance for energy improvements. Residents may use existing city home improvement programs to help fund the cost of these energy-saving recommendations.

An energy conservation firm will also be established through community coordination and input. This firm will coordinate a tool-lending library for energy repairs and for ordering materials at discount prices for resale to area residents. The firm may also produce insulation for winterizing improvements. Energy conservation technicians will be trained to work with the firm and help implement program activities.

H. Expansion of Recreation and Education Facilities

Expansion of recreation and education facilities will be accomplished by programs proposed in The Boston Plan. The housing, commercial, and industrial projects planned for the Harbor area, for example, are to be enhanced by new recreational facilities. Public waterfront amenities will offer a marina, picnic areas, and overlook to the harbor, and tennis and basketball courts.

A new municipal facility and civic center at Hyde Park will include an amphitheater in addition to education opportunities. This center will be used as an outpost of community colleges and will offer adult education classes. Function and activity rooms at the proposed elderly centers for the Blue Hill Avenue area and Hyde Park also expand recreation and education facilities in those neighborhoods.

Columbia Point promises an educational and cultural opportunity which is unique, due to the proximity of the University of Massachusetts and the new John F. Kennedy Library. Special education programs and membership options may be offered to area residents. A conference center may also be established through renovation of an existing building at the Columbia Point site.

I. Increased Community Confidence

The signs of public and private investment in the target areas in Boston should increase community confidence in these neighborhoods. The Boston Plan surely will not solve all the problems of the city, but the discrete projects outlined herein will affect the viability and liveability of these neighborhoods. Transforming the largely vacant public housing project at Columbia Point into a mixed-income development, for example, will create a new neighborhood taking advantage of the waterfront and having increased access to the city.

The two areas in Hyde Park and along Blue Hill Avenue, in addition, will benefit from a multi-faceted approach satisfying commercial, residential, and industrial needs of the communities. The two neighborhoods have two different sets of needs, however, for community confidence. Blue Hill Avenue requires substantial efforts to counteract its negative image from the media, outsiders, and community residents themselves. Hyde Park, on the other hand, is a strong community in the need of intervention programs mainly as a form of preventative maintenance, although the residential, commercial, and employment programs proposed will certainly strengthen the area.

Expanded use of the Harbor, finally, rounds out recent public and private efforts for residential and commercial use of the waterfront property. The industrial use of this area, as well as the other job-related activities proposed in The Boston Plan, will provide the necessary stimulus to the city's economy and community well-being.

III. Implementation

A. Affirmative Action

Equal opportunity and affirmative action provisions of The Boston Plan will insure that minorities share the benefits of the proposed projects, especially during construction. Through a combination of its current Affirmative Action provisions and new measures, the City of Boston will take positive steps to foster the development of minority construction interests in the areas of contracting, purchasing, and employment. A strong monitoring and enforcement component will play a crucial role in the successful implementation of this Affirmative Action Plan.

To this end, compliance monitors will be hired with overhead money from grant projects. These monitors will work within each department responsible for carrying out the development and construction work and will report to the department head who will be ultimately responsible for compliance of work carried on under that particular department. The network of monitors will be tied to a central office of human rights where support, training and updating in laws and requirements will be ongoing. Chief among the monitors' duties will be inspection of both the contractors' office files and construction projects to determine compliance with laws and policies on minority contracting, purchasing, and hiring. The monitor will also assume responsibility for oral and written compliance reports.

Projects prepared under The Boston Plan will utilize minority general contracting and subcontracting firms to the greatest extent possible. Existing city policy provides very specific guidelines for this utilization. According to Executive Order, in areas of high minority concentration, such as Blue Hill Avenue and Columbia Point, a general contractor must "execute with qualified minority contractor.. not less than fifty percent (50%) of the subcontracts which are made under this contract, to comprise no less than



thirty percent (30%) of the total subcontract price." Contractors who work in areas with a low concentration of minority groups members, in addition, must "contact qualified minority contractors in any negotiations for subcontractor."

A ten percent goal for the utilization of minority firms in the non-impacted areas will be applied city-wide. Minority concerns would then be involved in ten to thirty percent of all construction resulting from The Boston Plan.

B. Evaluation

The Boston Plan will be evaluated in relation to a series of desired outcomes. These outcomes, or goals, represent factors necessary to preserve and enhance the city's structure and citizenry. Broadly stated, each project in The Boston Plan will be measured in terms of its effectiveness in reducing the net job deficit, increasing access to income supports and social services for eligible recipients, expanding the tax base of the city, and maintaining the capacity of the municipal government to provide basic services at an effective level.

This measurement will provide both a clear sense of priorities to the local operating departments and a framework for requests by the City of Boston for Federal assistance. The goals of the various strategies will be: (i) to produce a return or investment of public funds in the economy of the city, (ii) to reverse the investment drain experienced in Boston by recapturing the city's economic advantages, and (iii) to encourage continued reinvestment of profits made in the city in opportunities to provide jobs, and income and reduction in the cost of living for Boston residents.

In order to provide a framework for this evaluation, the concept of a "public balance sheet" will be used. Though far more complicated and less precise than a corporate balance sheet, this framework will provide the city with the capacity to calculate the impacts of the various projects within The Boston Plan.

The City of Boston has identified six categories of results desired from projects proposed in The Boston Plan:

1. The net disposable incomes of Boston residents should increase through creation and capture of new jobs and through increasing the amount of state and Federal entitlements.
2. The amount of money necessary to maintain a decent standard of living in Boston should be reduced.
3. Private sector investment in Boston should be increased and more efficient targeted.
4. The local tax base and the revenue it yields should be expanded while holding tax rate increases at or below the inflation rate.

5. The population and residential property market values must be stabilized.


6. Several neighborhoods within the city should be revitalized recognizing a growth in population and an increase in mortgage lending.

The prosperity in the City of Boston will follow these results because they provide for a strong private economic sector, investment in our neighborhoods, a public treasury capable of sustaining educational and social quality, and a population productively at work. These goals form the basis for projects within The Boston Plan's four target areas and also represent an overall development strategy for the city. The following table lists 32 specific indicators we will use to measure our progress in achieving these goals.

Evaluation Indicators For The Boston Plan

1. An increase in the median household income of present Boston residents.
2. An increase in the median household income of residents in the Metropolitan area.
3. The rate of deviation of median incomes of residents of Boston, and Boston neighborhoods, from those of the state and the nation.
4. A decrease in the percentage of the workforce dependent on public assistance or permanent subsidized jobs in the public sector.
5. A decrease in the percentage of personal income required to meet local tax burdens.
6. Reduced costs of basic goods and services such as housing, food, clothing and transportation.
7. Ability-to-pay calculations from net disposable income.
8. Increased municipal output measured against constant cost levels.
9. A decrease in the gap between the median income of Bostonians and the BLS minimum.
10. The relative share of municipal costs born solely by the property tax.
11. An increase in the value of private investment, and the extent to which new, relatively labor-intensive investments are made.
12. Increased commercial sector activity, with particular attention to neighborhood strips.
13. An increase in private dollars slated for new housing construction and rehabilitation mortgages.
14. A re-allocation of industrial, commercial and institutional development dollars towards job-producing programs, as opposed to expenditures solely for plant and equipment.
15. A decrease in the share of the municipal tax burden born by the residential sector.
16. An increased share of the jobs in the Metropolitan area held by Bostonians.
17. A decrease in the tax burden taken as a percentage of the local tax base.



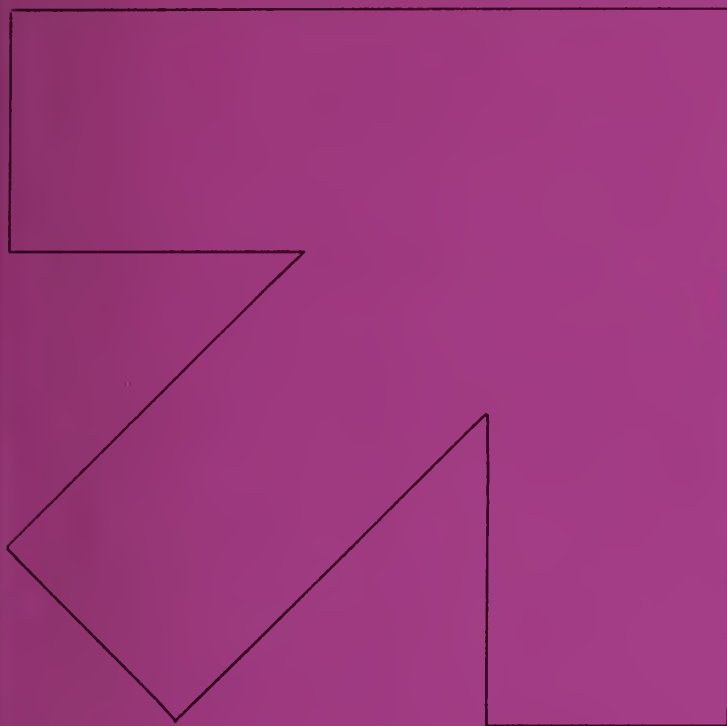
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18. A reduction in per capita debt.
 19. An increase in the tax base as measured against other cities in the Northeast region and as a share of the Metropolitan area.
 20. An increase in the city's capacity to deliver demanded human services while maintaining tax rate stability.
 21. An increase in the city's return on investment measured in terms of income and employment.
 22. Increased productivity from the existing service sector.
 23. Increase homeownership among existing residents.
 24. Net increases in the housing stock due to currently vacant properties being returned to the market.
 25. Decreased tax delinquencies and foreclosures.
 26. Net increases in the volume of sales in the neighborhood commercial sector.
 27. Overall population stability attributable to decreased movement to suburbia.
 28. Increased median household incomes.
 29. A net increase in the value of real property, resulting in tax payments to the city.
 30. Net population increase and a reversal of the city/suburb migration pattern.
 31. The rate of return on investment to neighborhood commercial properties and facilities.
 32. Net additions to the housing stock available at all income levels.



THE BOSTON PLAN



Revitalization of
a Distressed Area: **Blue Hill Avenue**



REVITALIZATION OF A DISTRESSED AREA



BLUE HILL AVENUE

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I.
OVERVIEW

I. OVERVIEW

This proposal represents the first phase of a plan to revitalize Blue Hill Avenue and its abutting commercial and residential areas. It is a plan requiring the commitment of federal, state, and local resources in an action-oriented redevelopment scheme designed to produce tangible results within the next two years. What differentiates this proposal from past efforts is its comprehensiveness, level of community involvement, and, most importantly, presence of firm private industry commitments. This strategy for Blue Hill Avenue will increase job opportunities and improve the economic environment for the community through the influx of private investment.

While this strategy attempts to tackle many problems of Blue Hill Avenue, we must be aware of not unduly raising the expectations of area residents. Blue Hill Avenue is today probably the most striking physical personification of the many economic ills besetting Boston's low to moderate-income population; it is a four-mile stretch of roadway characterized by boarded storefronts, abandoned multi-family housing, and all-too-visible expanses of vacant land.

Although the problems currently affecting the area are substantial, there are clear indications that Blue Hill Avenue may very well be at a turning point. Through selective public and private investment, Mattapan Square, on the southern end of the Avenue, has again become a prosperous commercial district. Further north along the Avenue, on Wellington Hill, the housing stock is being successfully upgraded. At Franklin Field and Franklin Park recreational facilities are being improved and promoted as metropolitan resources. In the Grove Hall business district mixed-use buildings are to be rehabilitated with the help of a local development group.

A. Selection of Target Area

Yet these isolated improvements are only limited measures. While they provide evidence of what can be accomplished, the continuing condition of the Avenue documents that these efforts by themselves will not resolve the economic, social, and physical problems that plague the area. Only by concentrating on one section of the Avenue initially, and developing a comprehensive plan that coordinates the many interrelated public and private activities can the Avenue be rejuvenated.

The following plan is primarily concerned with that section of Blue Hill Avenue from Grove Hall north to the proposed crosstown industrial parcel. This portion of the Avenue has been selected as the first phase of the Blue Hill Avenue redevelopment because of its microcosmic similarity to the rest of the Avenue, the likelihood of firm private commitments for industrial development in the area within our self-imposed two to three-year timeframe, and the existence of some inherent strengths in the residential and commercial districts that would bolster further private investment.

A similar revitalization plan will be developed for the Mattapan and Franklin Field sections of the Avenue. Map 1 delineates the Phase I and II project areas. Map 2 displays the proposed Blue Hill Avenue rehabilitation area.

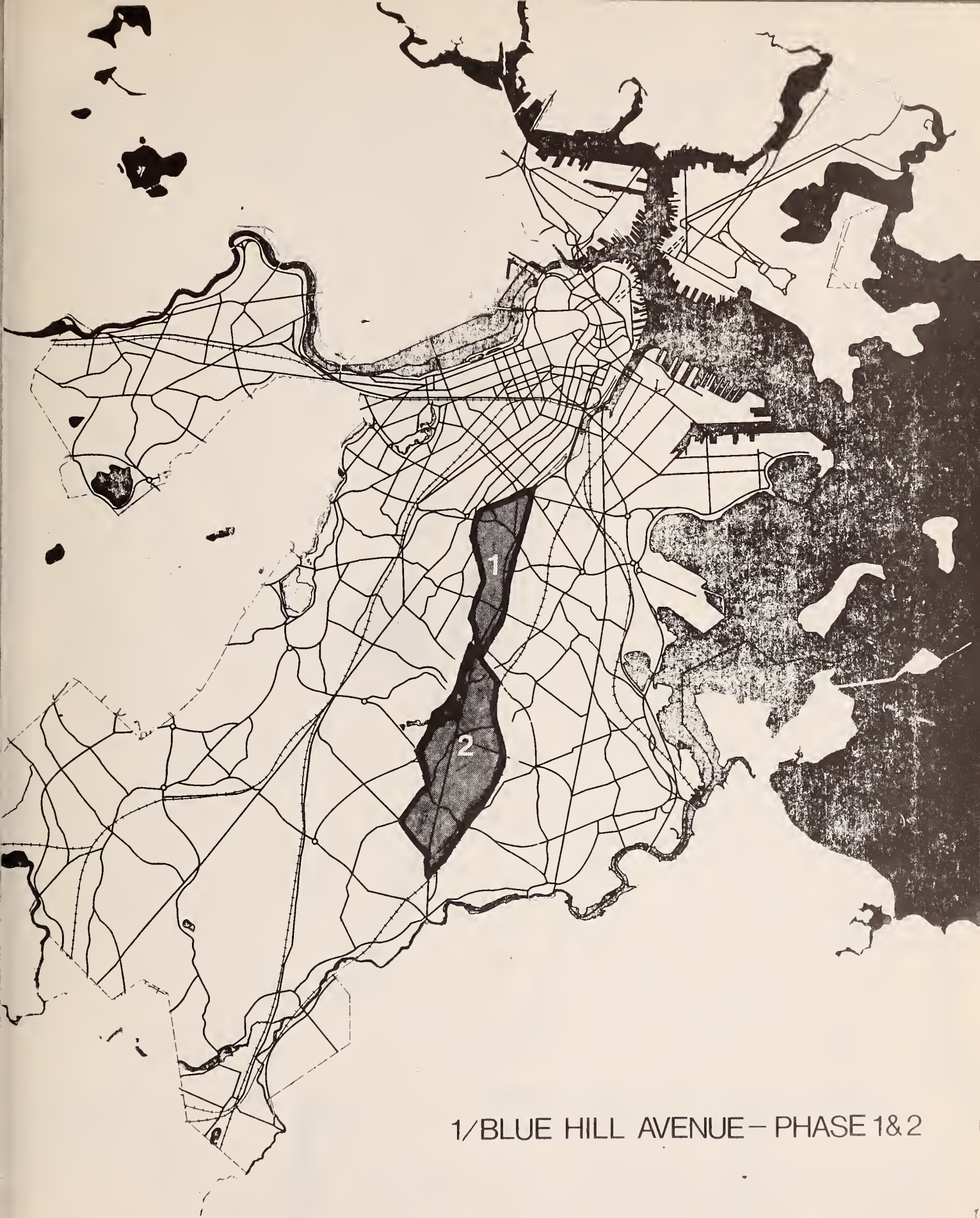
B. Summary of Program Components

The Blue Hill Avenue proposal includes five major components:

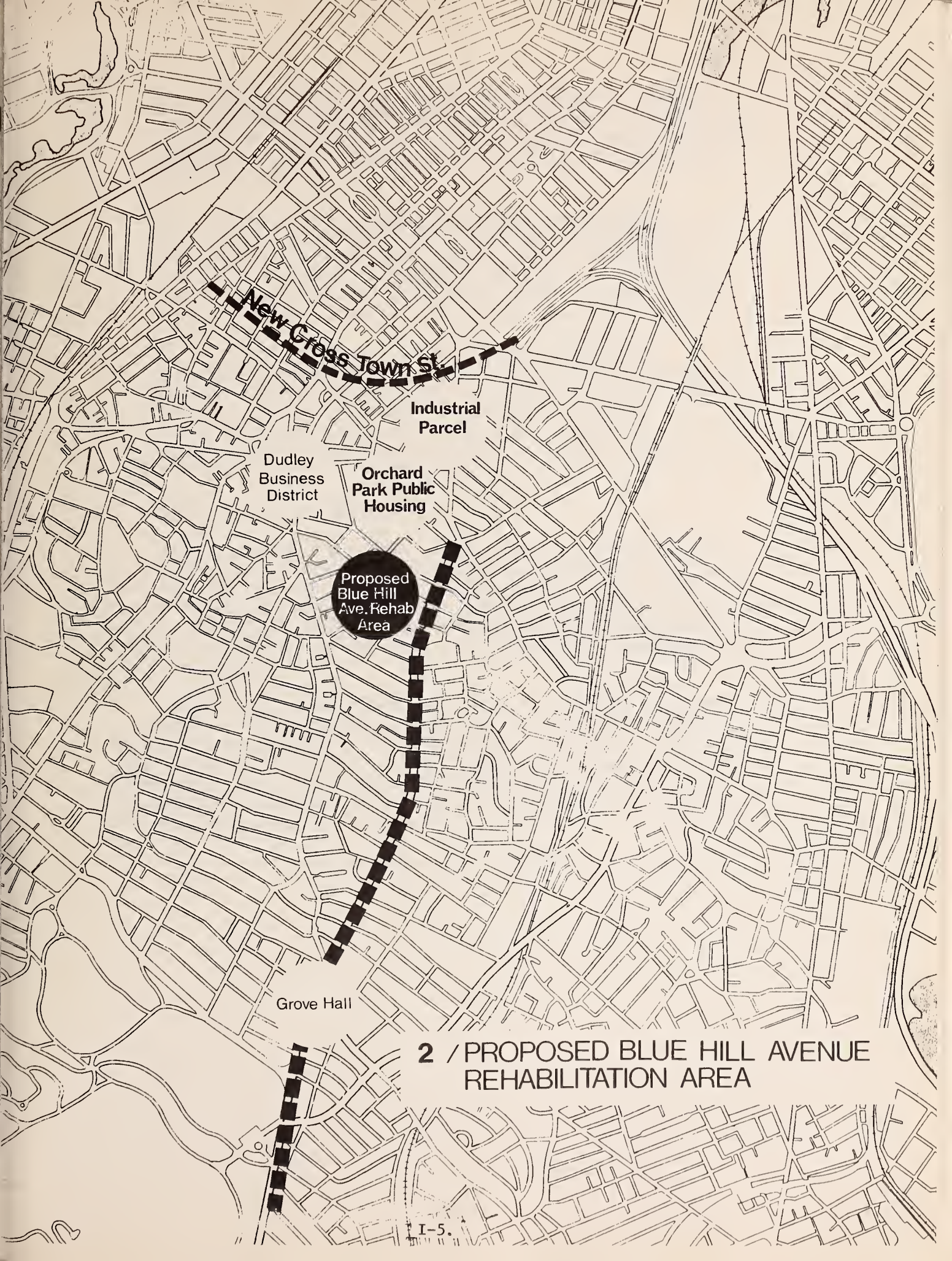
1. Industrial development in parcels adjacent to the soon-to-be constructed Crosstown arterial street. Development activities will provide increased job opportunities for local residents and create an improved standard of living for what is now an economically depressed area.
2. Strengthening of the Grove Hall and, to a lesser extent, Dudley Station commercial nodes.
3. Upgrading of the residential neighborhoods abutting Blue Hill Avenue through programs that would rehabilitate occupied housing, restore abandoned properties, reuse vacant lots, reduce crime, and highlight several energy-related concerns.
4. Restoration of the Orchard Park Housing Project through a number of quite realizable new programs and policies.
5. Improvement in the transportation linkages within the area that will provide better access to the commercial districts and to the improved job locations.

What separates this proposal from most other proposals dealing with economically distraught areas is that this plan is fully integrated, realistic, doable within a relatively short time span, and based almost totally upon identified funding sources. Furthermore, the proposal offers some imaginative approaches to common urban concerns, approaches that might very well be replicable in other cities. For example, we are proposing:

1. A rehabilitation program for abandoned buildings that could potentially restore an unprecedented number of dilapidated properties in a one to two-year timeframe, while at the same time providing jobs and on-the-job training for unemployed local youths.
2. Development of a joint elderly development and service center that would include congregate facilities for the elderly requiring periodic care, and apartment-type housing for those elderly more self-reliant. The project would minimize operating costs by including a solar energy demonstration unit, and joint center/housing custodial care.



1/BLEUE HILL AVENUE - PHASE 1&2



New Cross Town St

Industrial Parcel

Dudley Business District

Orchard Park Public Housing

Proposed Blue Hill Ave. Rehab Area

Grove Hall

2 / PROPOSED BLUE HILL AVENUE REHABILITATION AREA

I-5



3. Rejuvenation of the Grove Hall commercial district to include encouragement of storeowner self-help, Small Business Administration (SBA) loans, exterior cosmetic improvements to storefronts, and revolving loans to improve inventory and cash flow problems.

4. Creation of an "energy Community Development Corporation" (CDC) that would provide a relatively inexpensive labor force (manpower-trained energy conservation technicians) to perform weatherizing improvements, and the production capacity for cellulose insulation - a growing and relatively inexpensive method of retrofitting older homes.

5. An Orchard Park Housing Project vacant unit rehabilitation project that would include substantial economies through creative use of manpower programs. Union laborers presently unemployed would be funded by Title VI Comprehensive Employment Training Act (CETA) funds, and local youths, many from the project, would be hired as trainees from Title III of CETA.

C. Blue Hill Avenue Commission

Without negating the importance of the many physical, social and economic improvements proposed for the Blue Hill Avenue corridor, the plan's success will ultimately hinge on our ability to solicit the active support and participation of community residents. Every effort will be made to encourage individual involvement - both in the planning process and in the day to day implementation of the program.

A Blue Hill Avenue Commission, comprised of spokespersons representing public, private and especially, community interests along the entire length of the Avenue has already been formed to work with the City in further developing this proposal. The Commission, to be comprised of 35 members, will also work with the City on development of the Phase II proposal for the Mattapan Franklin Field sections of the Avenue.

A list of the Commission members is attached as Appendix II.

II.

DESCRIPTION OF THE AREA



II. DESCRIPTION OF THE AREA

A. Area Location

The proposed Blue Hill Avenue revitalization area is the section of Roxbury located along Blue Hill Avenue from the proposed Crosstown arterial street to the Grove Hall Business District.

The area is bounded on the north by the proposed Crosstown arterial street, on the east by Blue Hill Avenue, on the south by Grove Hall, and on the west by Warren Street. The South End, Campus High, and Washington Park Urban Renewal Areas bound the proposed revitalization area on the north and west, and the Brunswick-King Urban Renewal and Columbia-Savin Hill Neighborhood Housing Services areas are located to the east of the area.

B. Population Characteristics

In 1970 11,200 persons lived in the proposed rehabilitation area. Of these 70% were Black, 6% were of Spanish decent, and 24% were White. Today the area's population is about 80% Black and 12% Spanish-speaking, with the remainder being White. Since 1960, the total population has been declining as a result of housing disinvestment and subsequent abandonment throughout the area.

Approximately 39% of the area's population is under 18 years old, a much higher percentage than the city-wide youth population figure of 28%. Elderly comprise approximately 12% of the population in the area. The mean family size is 3.9 persons with approximately 35% of all households being female-headed.

In 1970, the area-wide median family income was \$5,800, well below the city-wide median of \$9,100. Median incomes in the area are now approximately \$7,500 per family, still significantly lower than the city-wide median of \$11,500. In 1970 8.9% of the area's labor force was unemployed and 25% of its population was considered to be below the poverty level. Today approximately 18% of the labor force is unemployed compared to the city-wide rate of 11%. In addition, over 50% of all households are receiving some form of public assistance.

A large concentration of poor families exist in the 774-unit Orchard Park Public Housing Project where 85% of all households are single-parent families, 85% of all families have no employed family member, and 60% of all families are receiving A.F.D.C. 20% of the households move out of the Orchard Park development annually, and the crime rate is the second highest in the city.

C. Housing Market Conditions

Except for the 774-unit public housing project, most of the area's 3,800 units are located in two or three-family wood frame structures that are predominantly owner-occupied (76%). Over 70%



of these owners either purchased the homes from their savings or have paid off their first mortgages, which provides them with major motivation to preserve the neighborhood. In 1970, the median market value of residential properties in the area was \$8,800, substantially lower than the city-wide median value of \$19,600. Although properties are now worth \$10,000 to \$14,000 per structure, area property values are significantly lower than city-wide values.

A 1976 survey indicated that 37% of the properties within the Sav-Mor area were in need of minor repairs, 28% in need of major repairs, and 11% had deteriorated to a point where they were beyond repair. The absentee-owned properties were in significantly poorer condition than the owner-occupied properties, with almost 21% of the absentee-owned properties having deteriorated to a point where it was judged that they had to be demolished. Many of the long-time homeowners are beginning to discard plans for undertaking major home repairs, due to the trends towards disinvestment and abandonment in the area.

Wide-spread disinvestment since the mid 1960's has left 360 vacant lots and 117 vacant buildings, representing 9% of all structures. Most of the vacant lots are privately-owned (70%) or owned by the City through the tax foreclosure process (30%). These littered lots are havens for rodents that often lead to further neighborhood disinvestment. The City owns 17 vacant and 36 partially-occupied buildings, which are often in a state of disrepair; 100 other properties are owned by the U.S. Department of Housing and Urban Development (HUD) or are privately-owned. The existence of these problem buildings represents a major security, fire, and safety hazard to the abutting properties.

The Housing Improvement Program (HIP), the City's major rehabilitation program, has not figured prominently in this area despite the availability of 40% rebates. Although 19% of all eligible homeowners have applied for the program, over 42% of them have been unable to complete the work due to financing or other problems.

D. Commercial and Industrial Activities

Retail centers are located primarily at Dudley Station and Grove Hall, with smaller stores scattered along Warren Street, Blue Hill Avenue, and Dudley Street. The small, obsolete streetcar-oriented stores along Dudley Street and Blue Hill Avenue are unable to compete with newer auto-oriented shopping facilities recently constructed along major streets in Roxbury and Dorchester. Over 60% of the stores along these streets have been demolished, leaving major vacant and littered parcels. Abandonment, commercial disinvestment, and ensuing problems along these major streets have been major causes of residential disinvestment. Larger commercial nodes at Dudley Terminal and Grove Hall have been more successful in competing with the newer shopping centers due to the existence of better parking, a larger variety of stores, and accessibility by public transportation.

Many small, industrial uses are scattered throughout the northern portion of the proposed rehabilitation area. On Massachusetts Avenue in Roxbury are major meat processors such as Nepco (360 employees) and Colonial Provision Meats (650 employees), Mr. Boston Distiller, Inc. (550 employees), and the Massachusetts Wholesale Food Terminal at the New Market Square. Stride Rite Shoe Corporation (3400 employees) is located on Harrison Avenue. Smaller industrial and distribution firms are scattered throughout northern sections of the area within a few blocks of the proposed Crosstown industrial park. With the construction of the Crosstown arterial street, several major industrial firms have expressed interest in locating within the area in order to capitalize on its proximity to expressways and a large, unemployed labor force.

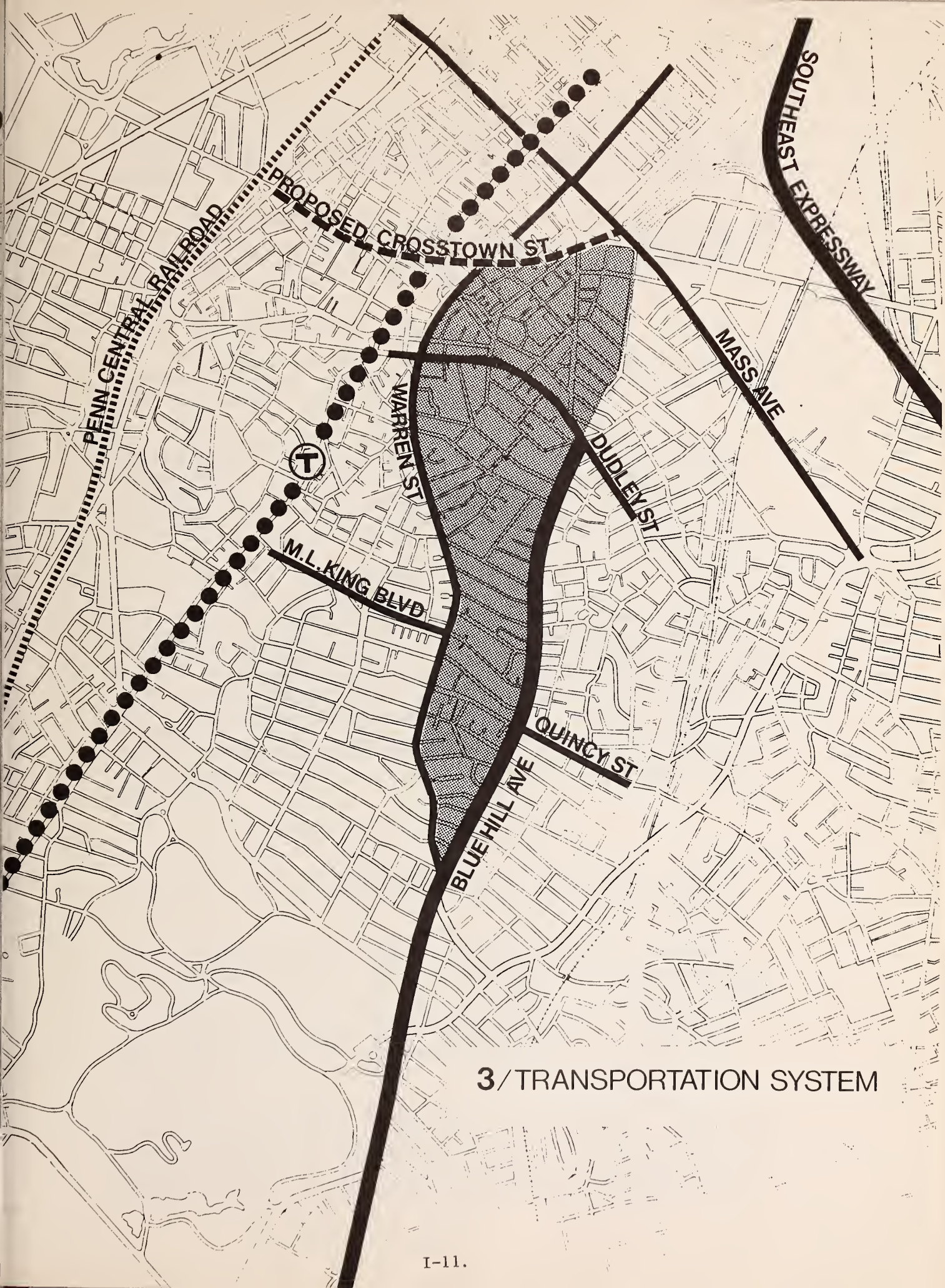
E. Transportation

The Blue Hill Avenue corridor, once a major component of the "street car suburbs" of Dorchester and Mattapan, presently contains little quality transportation service for residential and business use. The corridor lies between the Massachusetts Bay Transit Authority (MBTA) "Red Line" to the east and "Orange Line" to the west. Between these rapid transit lines, bus service is provided on Blue Hill Avenue and Warren Avenue in a north-south direction and is provided on the major east-west arterials in the corridor - Morton Street, Talbot Avenue, Washington Street, Seaver Street, Geneva Avenue and Dudley Street (see Map 3, page 11).

Within approximately five years the "Orange Line", which currently travels along Washington Street to the west of Blue Hill Avenue and passes through Dudley station to the north on its way downtown and beyond, will be moved further to the west. This change in alignment will further remove transit service from the Blue Hill Avenue corridor, and accordingly the MBTA has commissioned a feasibility study for replacement service on three major rights-of-way: Blue Hill Avenue, Blue Hill Avenue/Warren Street, and the Midlands Division rail right-of-way. All modes of transit are being considered for these routes including bus service, surface trolleys, and rapid transit. The decisions based upon the feasibility study could result in up to \$200 million in additional transit facilities in the area.

A major project at the northern end of the corridor that will be under construction next year is the Crosstown arterial street, connecting the southeast expressway to Columbus and Tremont Streets to the west of the corridor.

Presently Blue Hill Avenue south of Grove Hall has excess off-peak capacity because of the removal of the trolley line many years ago. It is a major auto commuter route during peak rush-hour periods and acts as a distributor to the various neighborhoods and commercial centers along its route. North of Grove Hall Blue Hill Avenue is essentially a through-traffic route due to the deterioration of commercial and residential land uses in this section.



3/TRANSPORTATION SYSTEM



Its heavy use by commuters has caused major physical breakdown of the roadway and commensurate loss of pedestrian amenities and sidewalks.

The combined rights-of-way provided by Blue Hill Avenue and Warren Street thus are at a stage where they can be developed to provide improved transportation service to the various possible development nodes along their north-south route.

F. Active Area Organizations and Institutions

Twenty organizations and institutions provide multiple services to the target area, most offering programs to assist the predominantly low-income population, especially the youth.

Organizations servicing the area include: Roxbury Multi-Service Center, Alianza Hispana, Cape Verdean House, Freedom House, Women's Improvement League, Council of Elders, Elma Lewis School Fine Arts, Roxbury Community Development Corporation, and Greater Roxbury Development Corporation. A list of the agencies serving the area is included in Appendix A.

G. Recent Public Investments

Since 1965 \$80 million in public improvements were made in the Washington Park Urban Renewal Area, immediately to the west of the Blue Hill rehabilitation area. Fewer improvements have been made in the rehabilitation area and the neighborhoods to the east. The city spent \$8,998,000 in capital funds within the area since 1970, constructing and renovating community facilities, parks, and streets. Most of the funds, \$7,471,000, were spent on public facilities in the Dudley Station and Grove Hall areas. The remainder was spent on five parks (\$1,023,000) and street improvements (\$504,000).

H. Changing Character of Blue Hill Avenue

A brief history of Blue Hill Avenue suggests the significance of this area and the changes the neighborhood has witnessed.

The introduction of earlier forms of public transportation, such as horsecar service (1854) and electric streetcar service (1889), brought Roxbury residents within easy commuting distance of downtown Boston. As a result, increasing numbers of working-class families built less expensive triple-deckers and townhouses on vacant land between older single-family homes. By 1914, little open space remained for additional construction, and those who could afford new housing moved to Mattapan and Milton.

Thus, the Roxbury area became a way-station in the movement of low-income groups up the economic stepladder. The Irish were replaced by the Canadians and Jews, and they in turn were replaced by Blacks and the Spanish-speaking. The removal of railroad commuter and streetcar service from the area after World



War II and the availability of Federal Housing Authority (FHA) financing for new suburban homes further accelerated the flight of middle-income families from Roxbury.

Ethnic and racial transition along the Mattapan and Franklin Field sections of Blue Hill Avenue was gradual until the late 1960's, when the Boston Banks Urban Renewal Group (B-BURG) program was initiated in an effort to provide private capital and expertise, government coordination and planning, and self-directed economic development by the poor.

The B-BURG program accelerated the out-migration of a large segment of the remaining middle class Irish and Jewish residents. The availability of low down-payment mortgages to Black families moving into the area was abused by unscrupulous real estate brokers who engaged in extensive blockbusting. New Black homeowners, often inexperienced and unaware of the responsibilities involved in home-ownership, purchased homes for exorbitant amounts and failed to anticipate the effect of monthly payments on their disposable income.

The principal impact of the B-BURG program, therefore, was an accelerated racial transition based on economic and racial fears. This racial change created a vacuum, as white families, principally Jewish, moved to other neighborhoods taking their social, educational, and cultural institutions with them.



III.

THE BLUE HILL AVENUE PROPOSAL

III. BLUE HILL AVENUE PROPOSAL

As stated earlier, the very nature and extent of the problems besetting Blue Hill Avenue require an ambitious and comprehensive programming approach. But the unifying objective of this plan, that underscores all of the physical and social projects, is the encouragement of an economic revitalization in the area centered upon major private industrial development, access to more and better jobs for low income residents and the eventual increase in spendable income for all area residents.

This plan for the Roxbury portion of Blue Hill Avenue consists of the following components:

1. Industrial Development
2. Commercial Nodes
3. Residential Preservation
4. Public Housing Project
5. Transportation

It should be noted that this draft proposal is only a collection of ideas - some new, some old - that if implemented in concert could revitalize the areas abutting the Avenue in Roxbury. Additional recommendation from the Blue Hill Avenue Commission and interested public and private agencies will undoubtedly be included in the final plan.



Industrial Development
Leveraging Private Investment

1. Industrial Development

a. Rationale: Leveraging Private Investment

The key to any effort at neighborhood revitalization is an increase in existing levels of income within the area. This objective can be achieved in part by effecting a closer relationship between the residential community and the commercial and service activities in immediate geographic proximity. With this closer relationship the circulation of the limited income within the neighborhood will increase, as will the capacity of the neighborhood to support and attract job-producing industry.

As the industrial base of most urban neighborhoods has suffered continuous decline over the last 30 years, the first step in any strategy to promote urban industrial development must be to stop further economic erosion and preserve existing jobs. A public commitment must be made to support existing businesses in the Blue Hill Avenue area and encourage private investment in additional plant and equipment. The City must also identify the locational advantages of the area and determine how these might be capitalized on to attract new industry.

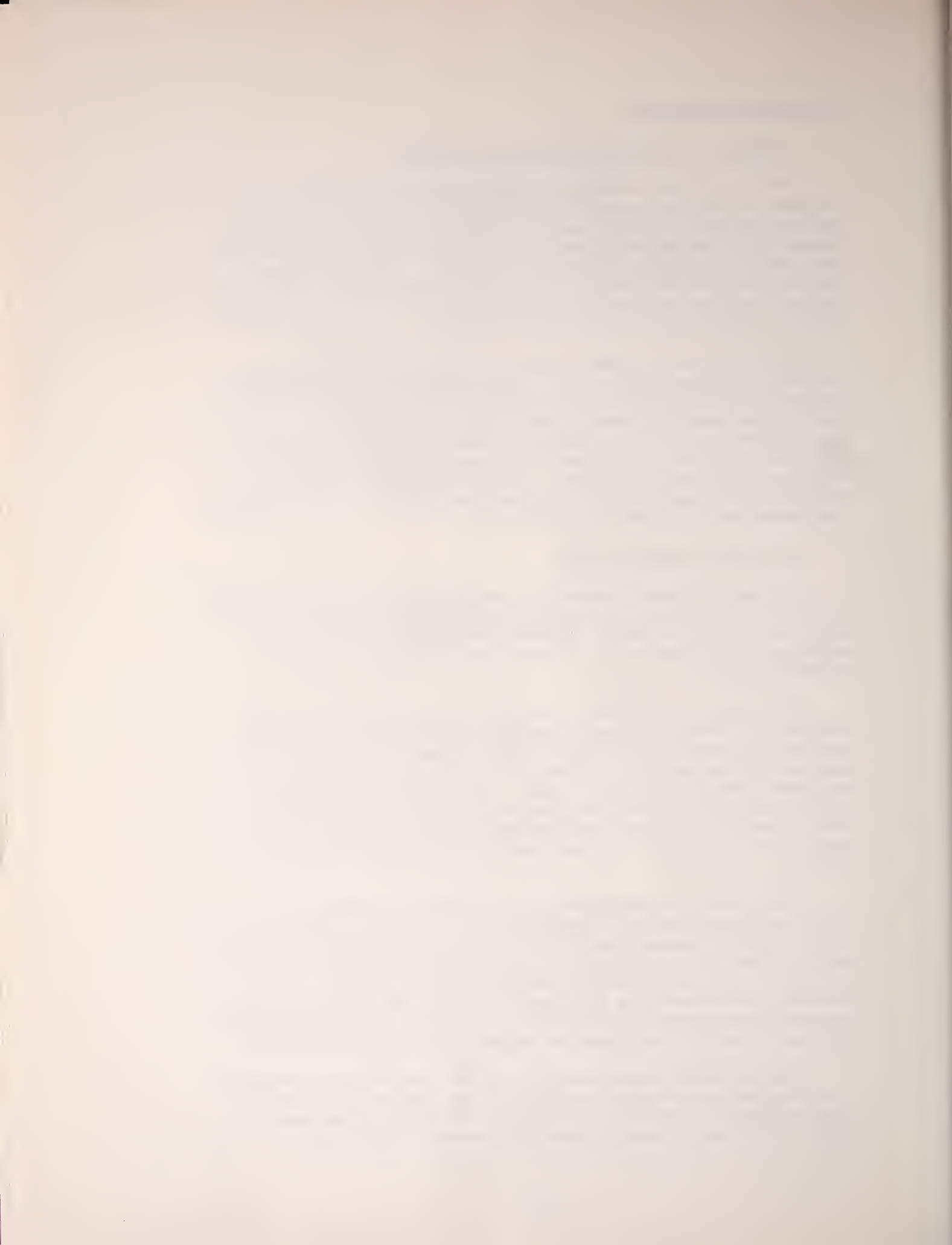
b. Crosstown Industrial Site

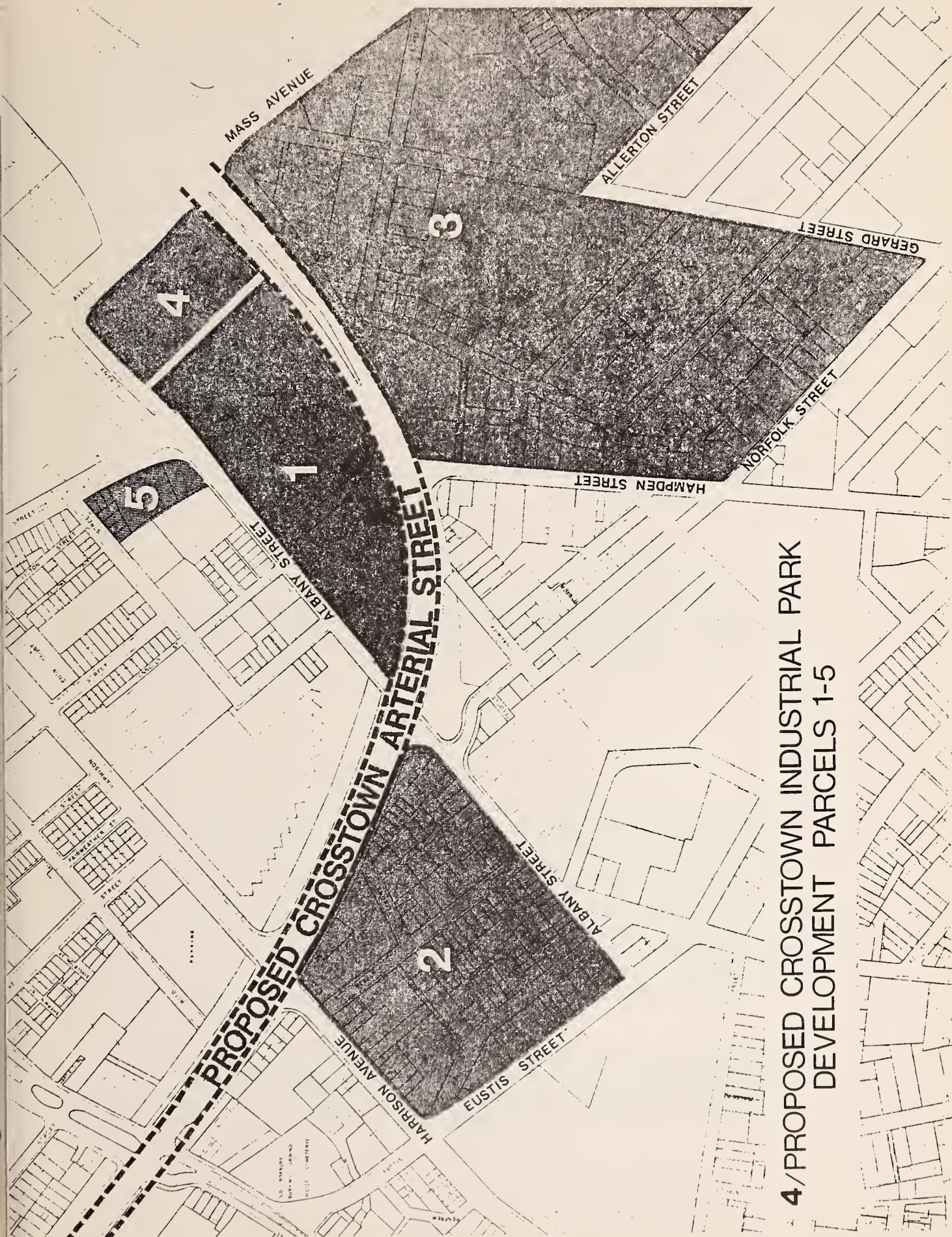
For several years Boston has recognized the industrial potential of an area located just west of the Southeast Expressway and north of Blue Hill Avenue. Already the home of several major employers, this area could be expanded to become a major industrial complex.

The site, which borders the Roxbury and South End communities, is located at the intersection of Massachusetts Avenue and the Southeast Expressway ramp (see Map 4, page 18). It is bounded on the north by Albany Street and on the south by the proposed Crosstown arterial street. This location provides immediate access to the regional and interstate expressway systems and to rail, air and sea transportation networks. The airport, harbor, and downtown business districts are within 15 minutes by truck.

The Community Development Corporation of Boston, Inc. (CDC) and the Economic Development and Industrial Corporation of Boston (EDIC), recognizing the locational advantages of this area, are co-developing a 40-acre Crosstown industrial park (CTIP) on the site. The CDC's goals in developing the CTIP are: (1) to revitalize the vacant and blighted land within the communities for economic development; (2) to retain and attract light-manufacturing employers; and (3) to create permanent jobs for local residents.

The Economic Development Plan (EDP) for the industrial park has received broad-based support. It was approved by Boston's Overall Economic Development Planning Council and the Board of EDIC. At a public hearing held in December, 1976, public





**4/PROPOSED CROSSTOWN INDUSTRIAL PARK
DEVELOPMENT PARCELS 1-5**



agencies and private citizens expressed enormous support for the development plan. In May, 1977, the Boston City Council unanimously approved the EDP and authorized the expenditure of city funds for land acquisition and public site improvements.

The CDC-EDIC development of Parcels 1, 2, 4, and 5 within the CTIP will proceed immediately and concurrently with the construction of the abutting Crosstown arterial street (see Map 4, page). The arterial street, a \$10 million Federal Highway Administration and Massachusetts Department of Public Works (MDPW) project scheduled for completion in late 1978, will provide efficient crosstown vehicular traffic to the interstate expressway system.

The annual economic impact of parcel development will be:

- \$2 million to \$3 million of facility construction
- One job annually per \$40,000 of construction costs
- One permanent employee per 500 to 1,000 square feet of facility
- \$0.70 per square feet of facility space per year in property tax revenues.

The arterial street and the public improvements for the parcels will complete the site's accessibility and preparation for immediate development. The land acquisition for the parcels is in final negotiation. Several companies have expressed serious interest in locating facilities in the CTIP.

Parcels 1 and 4

Parcels 1 and 4 total approximately five acres.

The CDC is negotiating with a major corporation to locate a new facility on these parcels. The corporation is interested in establishing an initial 58,000 square foot light-manufacturing facility on Parcel 1 within this year; upon completion of the arterial street, the corporation plans to construct on Parcels 1 and 4 additional 67,000 structure. Private capital investment for the initial structure will total \$2 million, and the planned expansion will create an additional \$2.5 million of private investment. The total development will generate 155 temporary construction and approximately 1,000 permanent jobs. The major tenant will also provide a stimulus and stability to the development of the remaining parcels within the CTIP.

The land acquisition and assembly for Parcels 1 and 4 is in final negotiation with the two public landowners, the Boston Redevelopment Authority (BRA) and the MDPW. Land assembly for Parcel 1 is expected to be completed in 1977, and assembly for Parcel 4 in 1978.



In order to permit expansion of the facility, public improvements are required for Southampton and Hampden Streets, which will be closed upon construction of the arterial street. Necessary public improvements for Southampton Street include removal of the street, relocation of the water and sewer lines, and relocation of an MBTA power line, and for Hampden Street include removal of the street and construction of a relocated street. Landscaping, lighting, and sidewalks are other improvements required for Parcels 1 and 4. The cost estimate for the public improvement and site preparation activities, not including the cost of engineering fees, is \$800,000.

Parcel 5

Parcel 5 contains the vacant, 50,000 square foot multi-story Baltimore Brushes, Inc. (BBI) building. The CDC has negotiated a lease with BBI with option to purchase the building at a below-market price. The CDC's intention is to develop the building as economical "incubator" space for small and minority start-up manufacturing firms; several such firms have expressed strong interest in leasing the space. Currently, the CDC is sub-leasing spaces in the facility to three small, minority businesses at below-market rent.

Site improvements needed for Parcel 5 include landscaping, lighting, and sidewalks. The building is structurally sound, but needs substantial modernization; a new building will also be constructed. The estimated cost of the project, including architectural and engineering fees, is \$1.5 million. Building modernization and construction activities will generate 50 temporary jobs, and the manufacturing firms occupying the structure will create 160 permanent jobs.

Parcel 2

Parcel 2 contains approximately seven acres of land, three acres which are privately-owned, four which are owned by the MDPW. The CDC has been negotiating with the owners over the past year to assemble the site.

Several companies have expressed interest in locating a facility on the site upon completion of the Crosstown arterial street. Public improvements and site preparation are needed for removing and relocating city streets and utilities, landscaping, lighting, and sidewalks; the cost estimate for these activities, not including engineering fees, is \$200,000. Approximately 80,000 square feet of facilities, which will provide about 500 permanent jobs, are proposed for construction, at an estimated cost of \$2.7 million.

Parcel 3

Parcel 3 contains approximately 20 acres of privately-owned land located south across the arterial street from Parcels 1 and 4. The multiple private-ownership of the land makes land acquisition and assembly complicated. As a result, parcel 3 development will take three to four years to complete and should not be considered a direct cost of this proposal.

Planning for Parcel 3 will begin when other developments within the CTIP have demonstrated sufficient market stability and attraction to support its development. The land will be acquired and assembled from the MDPW, city streets, and several private owners at an estimated cost of \$4.5 million. Public and site improvements necessary for the parcel include streets, sidewalks, public utilities, lighting, and landscaping; these activities will cost about \$3.5 million. Approximately 400,000 square feet of facilities, which will provide about 1,400 jobs, are proposed for Parcel 3, at a construction cost of \$1.5 million.

c. Crosstown Employment Assistance Project

The investment of private capital in the Crosstown industrial site will bring jobs and income into an economically depressed area; however, matching low-income area residents with these job opportunities will require definitive public action.

Phase I building of a 58,000 square foot facility for a triple A bonded light-manufacturing firm on the Crosstown industrial site will begin this summer. This project will generate approximately 300 jobs for Boston residents beginning next spring. Phase II of the development, involving expansion of the facility to 125,000 square feet, will create another 650 jobs. Thus, an estimated 1,000 jobs will become available to community residents within an estimated three-year period. The firm to be located on the site will offer a range of employment opportunities, i.e., clerical/administrative, assembly/bench worker, technicians, and maintenance positions.

It is the policy of this Administration to urge companies locating or expanding within the City to hire Boston residents. The light-manufacturing firm has indicated that the hiring of local residents is consistent with company policy. In order to effectuate maximum hiring of community residents at all job levels, the City will use CETA and other federal discretionary grants to reimburse the firm or compensate in other ways for the extraordinary costs that may be associated with the hiring of unemployed and unskilled area residents.

To be responsive and flexible to the needs of this employer and others in the Crosstown industrial site area, the City of Boston will require \$750,000 additional employment-training funds. This budget requirement is based on the projection that a minimum of 500 employment opportunities will be made available through employers in the Crosstown industrial site area for low-income, minority residents during the 1978 calendar year. A \$1,500 support cost per worker will enable employment-training agreements with the employers in this area. Special projects geared to the needs of industrial employers will be established, e.g., at the industrial site, in-house, vestibule, and on-the-job training will be initiated; in existing training facilities, custom-tailored training to fit needs of hiring employers.

In order to coordinate the activities of the City, Crosstown industrial area employers, and the training agencies funded within the CETA delivery system, the Administration will create an industrial relations capability operating within the Mayor's Office. Industrial relations specialists will engage in marketing and informational clearinghouse functions. In addition, they will coordinate and cooperate with Massachusetts state employment service personnel in the development of on-the-job training and other job placement activities. The unit will work closely with the major industrial organizations, the Associated Industries of Massachusetts, the Greater Boston Chamber of Commerce, and the Metropolitan Office of the National Alliance of Businessmen to promote the Crosstown industrial employment assistance project.

Commercial Nodes

Strengthening the Existing Business Districts

2. Commercial Nodes

a. Rationale: Strengthening Existing Business Districts

The survival of an urban neighborhood depends on its capacity to convince people that the particular location is a good place to live. People inevitably relate the merits of a location differently in accordance with their own objectives, values and alternatives, thus there is a degree of uncertainty particularly in areas that are marginal from an economic standpoint of what constitutes a "good neighborhood."

While government must address the needs of people living in areas where housing values and retail sales have seriously eroded, limited public, financial resources and the limitations low incomes impose on potential purchasing power suggest that public action aimed at stimulating the economy of a neighborhood will be most successful if focused on marginal areas where there is evidence of some economic strength. Along Blue Hill Avenue this strength exists in the following nodes: Dudley Station, Grove Hall, the Morton Street intersection, and Mattapan Square.

After identifying commercial nodes which contain evidence of some economic vitality; the city should first insure that there is sufficient support for existing retail activity and, second, encourage gradual modification and expansion to increase the appeal of both the area and the goods and services offered within it.

Focusing attention and public action on these four commercial nodes - Dudley Station, Grove Hall, Morton Street and Mattapan Square - will encourage business people within these nodes to make improvements in the appearance of their stores and in the quality of their goods and services.

Typically, the small store operator faced with diminishing sales and increasing costs will reduce costs at the expense of service and quality, decreasing the attractiveness of the merchandise to remaining customers. Once this retail decline has begun, it is difficult to convince the merchant to reverse the cycle by making an investment to up grade the quality of his merchandise, the manner in which it is displayed, or his service. It is, however, just such an investment that must be encouraged if neighborhood commercial activity is to be revived, or at least stabilized.

In summary, the concept of commercial nodes along Blue Hill Avenue is based on a recognition that there is limited spendable income to support retail activity and that the present haphazard dispersion of marginal stores along the entire Avenue inhibits the potential development of sufficient financial strength to support investments to up grade the quality of the store, the merchandise and the service. Furthermore there are public and private activities that will serve to attract additional shoppers thereby obtaining a greater percentage of the available income for storeowners in the commercial nodes.



b. Dudley Station

Historically, Dudley Station has been the main shopping area of Roxbury because of its central location and its role as a major transportation junction. In recent years the area has deteriorated due to the loss of buying power by neighborhood residents and faces an uncertain future due to the relocation of the elevated rapid transit in the early 1980's.

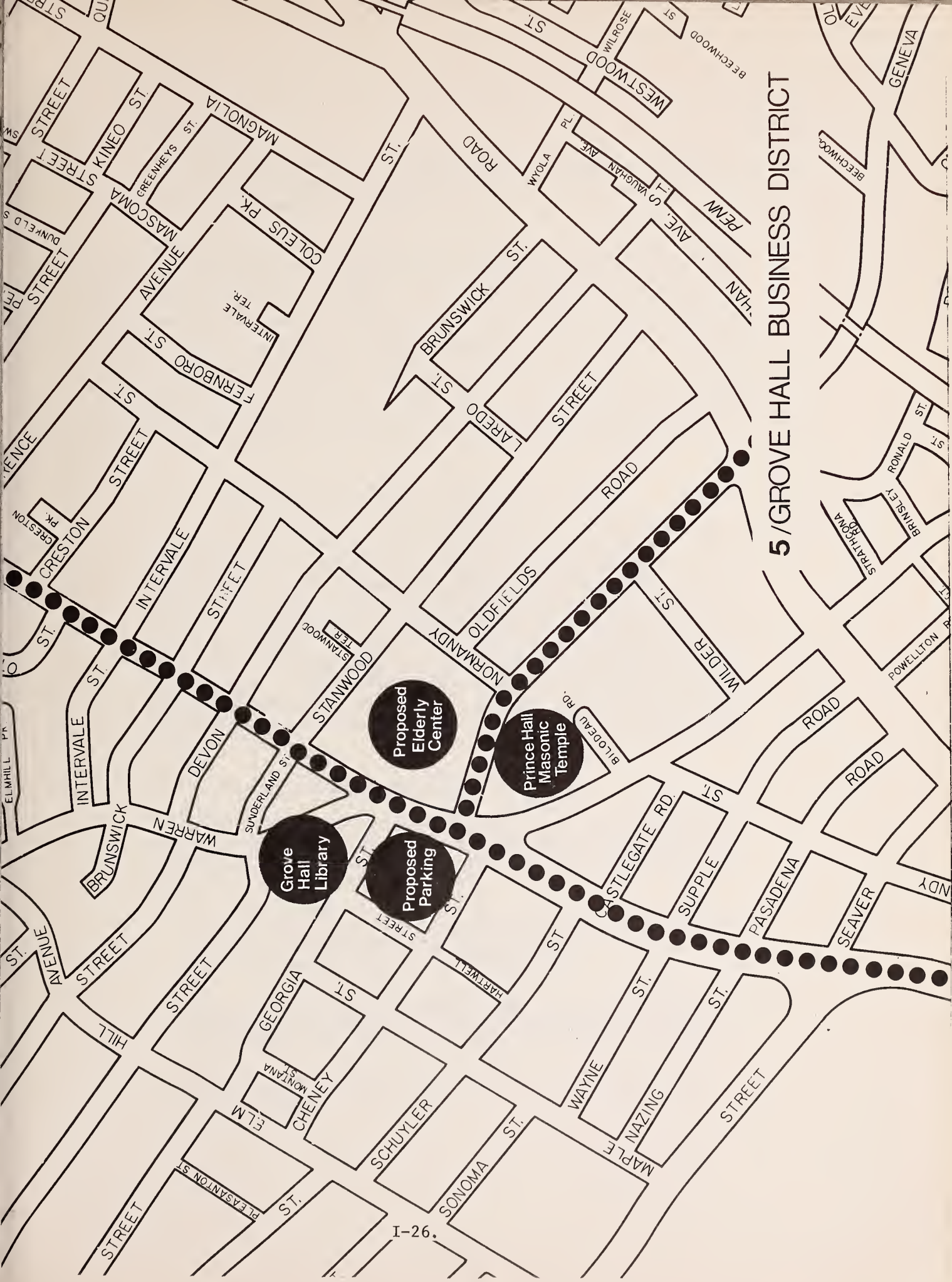
Nevertheless, a number of indications suggest that Dudley Station can continue to be a viable shopping area. The MBTA Replacement/Transit Improvement Study is expected to recommend maintenance of Dudley Station's role as a major transit center. In addition, the new Crosstown arterial street will improve automobile access to the area, and the Crosstown industrial park will provide jobs for Roxbury residents, thus increasing the buying power of Dudley shoppers. A recent private market study indicates a market share of between \$3 and \$4 million could be captured by merchants with the right mix of quality merchandise. Finally, the opening of Campus High in the fall of 1977 with an anticipated enrollment of 2,500 students, and the development by 1979 of an Occupational Resource Center with an enrollment of about 1,800, should increase economic support for Dudley Station.

A vigorous effort on the part of local businesses, therefore, coupled with infrastructure investment by the City and adequate financing by the private sector, perhaps encouraged by the Small Business Administration (SBA), will upgrade Dudley Station and make it a valuable neighborhood asset once again. Such an effort will have the following components:

- An active merchants' association
- City assistance in developing a revitalization plan, including inputs to the MBTA study
- Physical improvements as identified by the revitalization plan
- Loans and grants for physical improvements to stores
- Relocation assistance for merchants outside commercial nodes wishing to move to the Dudley Station area and deemed appropriate by the merchants' association.

But, more than any specific programming plans, it is especially important to insure that Dudley Station remains a major transportation link. If this point is one of the recommendations of the MBTA Replacement/Transit Improvement Study, public programming can be minimized.

5 / GROVE HALL BUSINESS DISTRICT



c. Grove Hall

A more specific and intensive agenda, including selective federal and city funding, is proposed for the commercial district of Grove Hall (see Map 5, page 26).

The intersection of a number of public transportation routes led to the growth of a neighborhood shopping area at Grove Hall many decades ago. Changes in transportation patterns as well as the relative decline in incomes in the surrounding residential neighborhood resulted in substantial deterioration in the shopping area. Grove Hall remains viable, however, and recently has shown signs of again becoming an important commercial node. The City has recently constructed a new library in Grove Hall and installed new lighting at a cost of over \$650,000. Following are components of a phased proposal that will serve to strengthen the area and enable it to remain an asset to the surrounding community:

(1) Prince Hall Development Corporation Project

The first steps in the revitalization of Grove Hall are already being taken by the Prince Hall Development Corporation, a subsidiary of the Prince Hall Masons. The Corporation has proposed to spend over \$200,000 to rehabilitate a large number of commercial properties in Grove Hall and demolish one structure to create a parking lot. The City has agreed to support this effort by conveying to the Corporation several properties which had been taken for tax delinquency. The Prince Hall project is an indication that private investors in the community have confidence in Grove Hall and that the City will work with them to revitalize the area.

(2) Local Merchants' Association

The key to revitalization of Grove Hall will be the formation of a local merchants' association, whose members will collectively attempt to solve the problems of Grove Hall businesses. Such an association will:

(a) Strengthen existing businesses by developing promotional attractions, common signing and facades, street fairs, reduced parking rate plans, etc.

(b) Lure other businesses to the area by deciding what kinds of businesses would best complement their own operations and identifying appropriate space for them.

(c) Provide input to City planners developing the overall plan.



(3) Market Study

A market study will be undertaken to determine what people are most likely to shop in Grove Hall and what types of businesses and merchandise will be most attractive to them. This study, which will be funded by the City using Community Development Block Grant (CDBG) funds, will guide the merchants' association in its effort to attract new businesses and revamp members' operations. The market study will cost \$50,000 and can be completed in about four months.

(4) Public and Private Investments

Initial private investment for storefront rehabilitation will signify a change in the merchants' attitudes toward their customers and the commercial area, as well as generate 40 temporary repair/construction jobs for residents.

On the basis of customer response to storefront improvements, public investment for sidewalk reconstruction, off-street parking, and street furniture will be considered. Final construction drawings are being prepared for a \$250,000 street reconstruction program resulting from an ongoing study of existing traffic conditions within the business district. These public improvement activities will create 35 additional temporary repair/construction jobs.

Growth in commercial activity in the area, through expansion of existing businesses and through establishment of new enterprises, will provide 20 new, permanent retail/clerical jobs for residents.

Public assistance for these investments will come from a number of sources. The City's existing Restore program, offering rebates for storefront improvements, will be available to businessmen. HUD Section 312 loans may fund more substantial storefront rehabilitation and be used to renovate residential units in mixed-use buildings. The street reconstruction program could be funded with either Urban Systems or CDBG monies. The SBA Urban Commercial Neighborhood Revitalization program appears appropriate for Grove Hall; under this program a local development company (e.g., the merchants' association) is eligible for long-term loans applicable for a wide variety of business purposes. Also, if necessary, the SBA could make similar loans directly to businesses. Financial and technical assistance will be designed to improve the available inventory and working capital.

(5) Elderly Development and Service Center

An elderly development/service center constructed on a large, unused tract of land behind Grove Hall will support the previously described activities. This development will strengthen existing commercial activities and attract new



businesses by providing housing for approximately 200 people and a senior center for Roxbury residents. The center's location will allow residents to walk to a full range of commercial, institutional, and recreational activities and provide convenient access to the improved transportation linkages proposed for Grove Hall.

For the last few years there has been considerable pressure to create an elderly center in Roxbury. To date, the City has been unable to respond to this legitimate need because of financial constraints. Due to the greater emphasis being placed upon the needs of the elderly by the Carter Administration, the development of such a joint housing/service center may now be possible through the creative use of available federal monies. The proposed center will have the following characteristics:

- (a) A central primary structure, which will house the elderly service center and congregate housing. The first two or three floors will include function and activity rooms, dining facilities, a small convenience store, a pharmacy, a small geriatric health care unit, and other support activities; the upper five to seven floors will contain 40 to 60 units of congregate housing.
- (b) Low-rise, townhouse-type structures surrounding the central structure containing 90 to 110 units of conventional elderly housing. These units will surround the central structure and would be clustered to create identifiable, semi-private open space.
- (c) Structural design to include energy-efficient solar panels.

A project including the above characteristics will provide benefits not commonly associated with recent elderly developments.

- The proposed mix of congregate and conventional elderly housing, when compared with nursing homes and traditional elderly developments, will provide for decreased housing costs and an improved level of care. Furthermore, the combination of this mixed housing component with the service center will provide for decreased overall development and operating costs. Development savings would result from the cash flow generated by a HUD Section 202 construction mortgage and 100% Section 8 rental assistance for the elderly. While final construction costs have not been computed, some of the joint management and maintenance costs could be subsidized. The operating costs savings will result from utilization of joint custodial and maintenance staff, on-site volunteer staff for elderly programs, salaried, part-time jobs in the facility for residents, and a combined preparation and serving area for a meals/ nutrition program.

- The development's strong emphasis on energy conservation and solar energy use will lessen the potential negative impact of rising energy costs. If the solar energy capability proves to be a successful demonstration worthy of replication, funding support for the effort shall be available from the Energy Research and Development Administration (ERDA) or HUD.

In addition:

- The presence of the elderly center will be an additional leverage towards connecting Grove Hall with Dudley Station via a light rail (trolley) line. (In the interim, adequate transportation facilities would be provided).
- The development will substantially increase the number of potential shoppers for the Grove Hall business district and visually enhance the area.
- Construction of the elderly development and service center will create 230 temporary construction and 20 permanent janitorial and service jobs for area residents.

Possible funding sources for the project include HUD Section 202 for development (including the congregate housing), HUS Section 8 for rental assistance to the elderly, HEW for social services support, and ERDA, Federal Energy Agency (FEA) or HUD for demonstration funds for the solar energy component. In addition, CETA or ACTION personnel could perform outreach functions, i.e., inform neighborhood elderly residents of programs available at the center, or of eligibility for Supplemental Security Income (SSI) benefits (which would strengthen local business activity by increasing income levels).



Residential Preservation

Bolstering Community Confidence
Through Public and Private Initiatives



3. Residential Preservation

a. Rationale: Bolstering Community Confidence Through Public and Private Initiatives

Crucial to the rejuvenation of the Grove Hall and Dudley Station commercial nodes is the upgrading of the surrounding residential neighborhoods. Clearly, for these commercial areas to prosper, marketable housing for all income levels must be in close proximity.

Residential improvements will begin in those neighborhoods considered to be relatively stable; areas where, by and large, massive disinvestment and abandonment have not occurred.

The Sav-Mor neighborhood, located between Warren Street and Blue Hill Avenue south of Dudley Street has been selected as the first to receive residential improvements because of its inherent strengths (see Map 6, page 33). The housing stock is generally well made and serves a diverse racial and income mix. Owners in the area have recently demonstrated a willingness to make repairs, even though conventional financing is often unavailable. If successful, the residential preservation plan will be applied to the neighborhoods to the east of Blue Hill Avenue.

Our preservation strategy described later in the section will attempt to reverse current trends within the Sav-Mor neighborhood by achieving the following goals:

- Upgrading the existing residential housing stock using mix of existing rehabilitation programs, new deep subsidy programs and sensitive code enforcement.
- Establishing incentives and policies that encourage higher owner occupancy levels.
- Reducing energy costs for owners.
- Restoring all structurally sound abandoned buildings within the next two years.
- Creating new uses for the scattered vacant lots and, in the interim, developing a community-oriented maintenance capability.
- Programming concentrated capital improvements including new streets, sidewalks, lighting and tree planting.
- Developing a residential security program to reduce the incidence of burglary, car thefts and vandalism and alleviate the apprehensions often associated with such crimes.





Dudley
Business
District

Orchard
Park
Public
Housing

Sav-Mor

Warren Street

Blue Hill Avenue

6 / RESIDENTIAL NEIGHBORHOODS

- Active community involvement in the implementation of the residential preservation plan.

b. Community Participation

Experience has shown us that the proper housing, capital and supplemental assistance can only have minimal success unless area residents are an integral part of the process. Physical rehabilitation of a neighborhood is a superficial stop-gap solution if, in the final analysis, the people do not sense a change. Ultimately, there must be a general perception that things are changing; that there is a brighter future for the neighborhood. Hence, our residential preservation plan will emphasize the involvement of area owners, tenants, store owners, private institutions and public and non-profit agencies. This will include the following:

1. A Community Advisory Board will be developed with the involvement of the Blue Hill Avenue Commission. The Board will work with the Housing Improvement Program in determining which housing incentives should be applied on a case by case basis. (See Housing, page 8).
2. Design housing incentives that encourage work equity (see Housing Improvement Program, page 35). Moreover, the Community Advisory Board will encourage neighbors to help each other with self-help.
3. Solicit the active support of a large number of area non-profits including Roxbury Multi-Service Center, La Alianza Hispana, Roxbury Community College, Roxbury Federation, Freedom House, Cape Verdean House, Roxbury YMCA and Boys' Club and Women's Improvement League.
4. Secure the assistance of a community organizer funded by the City with CDBG funds but given on loan to the Community Advisory Board to coordinate their outreach efforts. Outreach efforts will include participation in housing programs, energy weatherization, crime prevention program, vacant lot maintenance and the like.
5. Create street associations to promote issues of mutual concern. Often a community as diverse as Sav-Mor can not respond collectively. People need a smaller, more identifiable allegiance. But, the street associations must have a "reason for being" over and above the betterment of their community. Hence, incentives will be adopted that include monetary benefits. For example, by banding together residents would be able to obtain reduced prices for volume sales of heating oil or home repair contracting. Street associations also could compete against other street associations for awards (most innovative reuse of a vacant lot, most improved landscaping, etc.). Rewards will be in the forms of "street accounts". A street recognized for an activity that improved their surroundings would be given a "dollar set-aside" held in a city account



in the name of the street (Maple Avenue Account, Elm Circle Account, etc.) to be drawn down upon when and if a credible activity is developed for use of the money. The dollar set-aside could conceivably be triggered when a certain percentage of all homes are repaired up to code standards (i.e., 80% of properties rehabilitated).

c. Housing Rehabilitation

The currently occupied housing stock will be restored through the use of a number of complementary rehabilitation tools, including:

- HIP rebates
- HUD Section 312 direct loans
- HUD Chapter 707 rental assistance
- Rehabilitation advances
- Code enforcement.

Programs utilizing these housing rehabilitation tools, as well as the code enforcement program, will be coordinated with the assistance of the community organizer who works with the Community Advisory Board. The Board will hold monthly meetings to review progress and approve all rehabilitation advance payments.

(1) Housing Improvement Program

The CDBG-funded Housing Improvement Program, developed in 1975, deters residential deterioration by providing incentives for rehabilitation of owner-occupied housing which can be restored through moderate investment. The program is designed to restore these properties before the costs of repairs become prohibitively high and more drastic action, such as demolition, becomes necessary. The incentives HIP offers to owners are:

- (a) An exemption from property tax reassessments for code-related repairs
- (b) Comprehensive repair and finance counseling
- (c) Rebates equal to:
 - (i) 20% of the value of a wide range of repairs, including highly visible cosmetic improvements, security device improvements, and energy conservation improvements.
 - (ii) 40% of the value of mechanical system (electrical, plumbing, and heating) and major structural repairs.



- (iii) 50% of the value of all repairs undertaken by elderly owners over 65 years of age.

The Housing Improvement Program has the proven capacity to provide volume rehabilitation to all owners who have savings or financing readily available. The program is designed to encourage work equity, and, as an additional benefit, its implementation in the Sav-Mor neighborhood will generate 10 temporary repair/construction jobs for area residents. A special annual allocation of \$250,000 in HIP rebate monies will be set aside over the next three years for the Sav-Mor neighborhood.

(2) HUD Section 312 Rehabilitation Loans

HUD Section 312 loans will be made available to homeowners who do not choose to undertake their own repairs or cannot afford the high monthly costs associated with conventional loans. The Section 312 loans are offered at 3% per annum for a term of up to 20 years. While the owners must be "credit-worthy", the lower interest rate and longer term make payments more affordable for owners who have little available income after paying existing housing costs.

These funds were first offered to Sav-Mor residents in April of this year. The modest allocation of \$200,000 has already been fully committed to homeowners. A request for a \$400,000 annual allocation of 312 funds over the next three years will be made to continue this effort. Section 312 activities will create 20 temporary repair/construction jobs for area residents.

(3) Chapter 707 Rental Assistance

Chapter 707 is a state-funded rental assistance program. It has the dual benefit of supplying decent, safe units for low-income tenants and increasing rental income for landlords of multi-family units, enabling them to make otherwise unaffordable rehabilitation. Under this program, rental payments can be increased up to the maximum allowable rent levels in order to cover the estimated cost of rehabilitation; if desired, payments can be made, for a period of up to five years, directly to the bank lending the owner the money. (Under consideration by the Massachusetts Legislature is a bill that would extend this time period to 15 years.)

In addition to its application for rehabilitation purposes, the Chapter 707 program will be used on a selective basis to restore vacant apartment buildings and to encourage potential owner-occupants to purchase multi-family properties presently owned by absentee landlords. Preference will be given to existing qualified tenants.

Approximately 50 units (\$100,000) of Chapter 707 money was set aside in April of 1977 for the Sav-Mor area. To become a viable component for housing rehabilitation, an annual allocation of \$300,000 of Chapter 707 funds will be needed over the next three years. The program activities will provide 10 temporary repair/construction jobs for area residents.

(4) Rehabilitation Advances

For a growing number of homeowners, the costs of utilities, property taxes, insurance costs, and maintenance are consuming all available income. Because most of these costs are non-negotiable, repairs are often the expense sacrificed; homeowners "stretched to the limit" cannot manage an additional loan, no matter what the terms. Because outright grants create no incentive for future owner-initiated repairs, an advance to cover the costs (or a portion of the costs) of rehabilitation will be granted if a determination is made that a loan would be unaffordable. With the rehabilitation advance, a lien is placed on the property, and the loaned amount must be repaid when the property is sold.

A great deal of discretion is required in ascertaining which homeowners should receive a rehabilitation advance. Establishing a level of assistance based on a single set of criteria, e.g., income level, family size, estimated cost of rehabilitation, housing expenses, ultimately becomes too arbitrary. Therefore, the Community Advisory Board will make the decision on a case-by-case basis upon the recommendation of the HIP finance staff. All cases will be processed by The Board anonymously.

An annual allocation of \$400,000 over the next three years will be requested to fund rehabilitation advances within the Sav-Mor neighborhood. The program activities will generate 20 temporary repair/construction jobs for residents.

(5) Code Enforcement

The above-described complement of integrated housing rehabilitation tools are being programmed for the residential areas abutting Blue Hill Avenue in order to insure that the unique characteristics of each homeowner can be adequately addressed.

But even with the most ambitious of outreach efforts, a percentage of the eligible homeowners, both absentee landlord and owner-occupant, will refuse to participate. As a result, those who do participate in the programs do not realize the full value of their completed improvements and, undoubtedly, the remaining "eye sores" on the typical residential street will reduce the marketability of the repaired structures.



Consequently, it is proposed that a community sponsored, city operated code enforcement program be instituted in the target area in order to insure maximum owner participation. Through experience, we know the code program must be sensitive to area residents needs. As a result, the community organizer or a representative from the street being coded in any given day would accompany the code inspector. Further, the enforcement should only be included in the residential preservation plan if all housing incentives, as described above, are operable.

Through adequate funding of the HIP rebate, HUD Section 312 direct loans, Chapter 707 rental assistance, and rehabilitation advances programs, and through adoption of a sensitive code enforcement program, more than 75% of the area structures, including 95% of the owner-occupied buildings, will be fully rehabilitated within three years.

d. Abandoned Buildings Renovation

The housing rehabilitation programs described above will do much to preserve existing residential strength in the Sav-Mor neighborhood. A program to restore the area's abandoned buildings will also serve to upgrade and stabilize the residential market, and will provide a unique opportunity for the training and employment of local youths.

(1) The Rehabilitation Component

At present there are 117 vacant and 36 city-owned but partially-occupied housing structures within the Sav-Mor area. These buildings are both a fire and security hazard to the abutting homes, and discourage neighborhood investment.

Although abandonment brings rapid deterioration, primarily through vandalism, basic structures and foundations often remain sound for several years. Under the proposed renovation program, the abandoned buildings will be inspected to determine which buildings are beyond repair or not marketable, and which are salvageable. Based upon inspection:

- Buildings beyond repair will be demolished by the city or the property owners.
- Repairable City of HUD-owned structures will be transferred to the BRA. The City's Real Property Board is empowered to sell property to the BRA without public auction, or may simply give property to the BRA without receiving compensation in return.
- Rehabable privately-owned vacant parcels will be acquired from owners by the BRA under Chapter 121A. Taxes, assessments, or other charges owed to the City will be subtracted from the fair market value of the property taken.

The City will then prepare detailed work specifications and package a group of properties (about 30 units in each package) for rehabilitation by a for-profit or non-profit developer. A special developer subsidy fund will be established using UDAG funds to make up the difference between the renovation costs of buildings and the prevailing market values (see table of Estimated Costs of Abandoned Building Renovation, page).

As shown on the table, buildings would either be transferred from the City at no cost or purchased from the existing owner at a cost up to \$5,000 per building. Renovation and overhead costs would range from \$11,400 to \$20,900 per building. This estimate assumes that CETA Youth laborers would be available to carry out most of the more labor-intensive but non-technical rehab work (cleaning away debris, dry walling, painting, etc.) The existing market value of fully-renovated buildings in the area is now \$12,000 to \$15,000 depending on its location and size. Therefore, an average development subsidy of \$7,000 per building would be needed with individual buildings ranging from a \$3,6000 profit to a \$13,800 subsidy.

Abandoned buildings acquired through the same mechanism, but which are more suitable for multi-family apartments, could be sold to a for-profit or non-profit development for renovation under the Section 8 Substantial Rehab program. It is estimated that no more than 12 buildings containing some 75 units would be appropriate for rehab as multi-family apartments within the proposed area.



ESTIMATED COSTS OF TYPICAL
ABANDONED BUILDING RENOVATION

<u>Costs</u>	<u>Minimum</u>	<u>Maximum</u>	<u>Average</u>
Acquisition	\$ 0	\$ 5,000	\$ 3,000
Closing Costs	400	800	500
Rehabilitation	10,000	18,000	15,000
Administration	1,000	2,000	1,500
<u>TOTAL COST</u>	<u>\$11,400</u>	<u>\$25,800</u>	<u>\$20,000</u>
<u>Assets</u>			
Market Value (fully-repaired)	\$15,000	\$12,000	\$13,000
Development Subsidy	<u>(\$ 3,600 Profit)</u>	<u>\$13,800</u>	<u>\$ 7,000</u>

(2) The Youth Employment and Training Component

By combining the development subsidies for renovation with a CETA-funded, on-the-job training program, the City will provide training and employment opportunities for resident, primarily minority, youths.

Special provisions will be made in advance with the rehabilitation contractors to provide on-the-job training for local youths. While the overall on-the-job training program would be administered by the CETA prime sponsor, the youths will be recruited and screened by the community-based Recruitment Training Program. Based upon their experience and skills, youths will either be placed directly with the contractor for on-the-job training, or channeled through a three to six-week basic skills program conducted by a CETA manpower contractor prior to such placement. The youth workers will receive apprenticeship-training wages, which will be paid from CETA Title VIII funds.

The on-the-job training program will be monitored by the CETA prime sponsor or a designated CETA contractor to insure that the youths receive adequate supervision and apprentice-level skills training.

The youth workers can provide an inexpensive work force to the developers for the many labor - intensive jobs required in restoring abandoned properties. In addition, the following benefits will be gained:

- The program will provide local youths not only with temporary repair/construction jobs, but also with basic skills and experience useful for future employment.
- Vandalism of abandoned structures will be reduced, as youths will take a sense of pride and responsibility in the fruits of their own labor.
- Youths, potential homeowners, will possess the rehabilitation skills to upgrade and maintain their own housing.

e. Energy Conservation

A recent study of an area similar to the Blue Hill neighborhoods indicates that:

- The cost of taxes, utilities, and home repairs comprise over 78% of housing costs, assuming a mortgage still outstanding.

- The utility costs of the typical property-owner have increased 73% between 1973 and 1976.

It is a safe assessment that the highest utility costs are incurred by owners and tenants least able to afford them. Through some basic energy conservation improvements, owners can substantially reduce these costs and increase their ability to maintain their property.

In the Blue Hill Avenue area, a large majority of the structures, built in the later 1800's or early 1900's, not only lack modern energy-saving components, such as insulation and storm windows, but waste energy due to broken and uncaulked windows, doors which don't close completely, and other maintenance problems. The cost savings which these structures can experience with only relatively small investments are substantial. For example, the owner of a typical pre-1920 frame three-decker structure with gabled roofs and wood or aluminum siding exterior, through a \$1,865 investment, can achieve an annual cost savings of \$604; the payback period of such an investment is approximately 3.1 years.

The Blue Hill Avenue proposal contains three energy conservation programs:

(1) As previously described, the Grove Hall elderly development and service center will utilize solar energy panels, which will effectively lower the operating costs of the project.

(2) An energy conservation outreach program will operate out of the HIP and Boston Energy Office. As requested, this program will provide house-to-house audits to supply residents with free cost/benefit analyses of hypothetical energy improvements; technical assistance will then be provided owners wishing to make the suggested improvements. Homeowners making these energy improvements may benefit from HIP 20% rebates.

(3) A minority-owned and operated energy firm will be initiated which will provide energy services for the community as well as supply previously unskilled workers with a trade in a rapidly growing field.

The multi-purpose energy firm will be established by interested community representatives. The firm, probably a CDC, will initially be responsible for coordinating a tool-lending library for energy repairs and for ordering energy materials in volume at discount prices for resale to area homeowners. Most importantly, the firm will install winterizing improvements for homeowners or tenants convinced by the HIP audit of the advisability of the conservation measures, but unable to personally undertake them.

(1) Dorchester Neighborhood Improvement Program: A Feasibility Study by William Karg and David Conover, 1977.



The CDC will receive semi-skilled and skilled "energy conservation technicians" from a training program developed by a separate public or private entity with funding support from the City of Boston Manpower Administration. A percentage of the graduates from this CETA training program will be hired by the local CDC. Initially, only approximately four or five technicians will be hired; however, as the credibility of the energy CDC grows, additional CETA training graduates will be hired.

The CDC might itself become involved in the production of insulation, preferably cellulose, which is simple to use and does not require large capital outlays. Because the raw material required for cellulose production is newspaper, the CDC may become involved in its collection. Equipment and factory requirements for insulation production would require an initial investment of about \$250,000. 15 to 25 houses a day would be required to create a self-supporting ongoing business.

The CDC will eventually generate 25 permanent jobs; insulation production activities, if undertaken, would create 90 additional permanent jobs.

The CDC activities will be coordinated with a similar program proposed for Hyde Park. Total costs for the Blue Hill Avenue area CDC for one year will be approximately \$500,000. Possible funding sources include UDAG, ERDA, and the SBA.

f. Vacant Lot Reuse

The Sav-Mor neighborhood presently contains 362 vacant lots, 197 City-owned and 255 privately-owned. Most of the privately-owned parcels were cleared with public funds. City-owned fenced and seeded lots are sold to abutters under a current City program funded with CDBG monies; in addition, large City-owned lots are leased at minimal value to local residents for use as "victory gardens."

This summer the City is initiating an Open Space Management Program that will clear, clean, fence, and seed all hazardous lots within the next two years. A total of \$200,000 in Year II CDBG funds has been requested to operate this project in Roxbury. If this plan is approved, priority would be given to cleaning all lots in the target neighborhoods, reinforcing other investments being made.

Under the proposed Roxbury program, the BRA would survey all area vacant lots to assess their condition, and the Roxbury Little City Hall, using two CETA persons, would contact all residents to determine cleaning priorities and reuse preferences, and to solicit their cooperation in preventing further dumping.

The CDBG funds would be used by the BRA to hire local contractors, who would provide heavy equipment, fence selected lots, remove heavy debris, and seed the lots. In addition, 50 CETA



workers would be hired to remove light debris from the lots. Approval of the CDBG and CETA funds needed for these two activities has already been received.

Street associations would be encouraged to maintain the clean-up and improvements efforts and to make creative use of the vacant parcels.

g. Crime Prevention

A high incidence of crime in an area, with residents' accompanying apprehensions, tends to isolate neighborhood occupants, reducing their motivation to make personal investments in the area and limiting their ability to act as a community.

Historically, crime prevention programs have only worked where community involvement was maximized. As a result, the Blue Hill Avenue proposal encourages existing local neighborhood organizations to band together in developing a self-help crime deterrent program. With the sanction of the Blue Hill Avenue Commission, a local non-profit group will request Law Enforcement Assistance Administration (LEAA) discretionary grant funds to initiate a multi-faceted, anti-crime program that will involve:

- (1) A residential crime watch designed within a positive framework to mobilize cooperative community spirit. The crime watch will be fully coordinated with the Boston Police Department.
- (2) An information dissemination campaign that will encourage awareness of basic crime deterrent measures.
- (3) Promotion of security hardware improvements. Upon referral from the sponsoring non-profit group, the HIP will provide rebates equal to 20% of the cost of such improvements, e.g., dead bolt locks. Also, the non-profit will arrange with a local hardware store for volume purchase of recommended security hardware; the savings accrued from such volume purchases will be passed on to area owners and tenants who purchase the hardware.
- (4) Promotion of the "Ident-i-guard" property engraving program, with the assistance of the Boston Police Department.
- (5) An elderly escort service for neighborhood residents over the age of 60. Elderly residents will be provided with free escort service upon request from the sponsoring non-profit. As the elderly development and service center previously described will be a frequent meeting place for area senior citizens, one of the primary objectives of the escort service will be to insure that elderly persons wishing to visit the center will not be prevented from doing so because of the



fear of personal injury or financial loss. The elderly escort service will be coordinated with the Victim Assistance component of the Commission on the Affairs of the Elderly Security Program.

The crime prevention plan is similar in some respects to a program previously operated by the Roxbury Multi-Service Center.

The security program as described above will achieve the following benefits:

- Reduction in the incidence of crime and in crime-associated apprehensions
- Stronger sense of "neighborhood" among program participants
- Increased use of community elderly center
- Greater sense of cooperative spirit between the community and the Boston Police Department.



The Public Housing Project

Creating a Better Living Environment at Orchard Park



4. The Public Housing Project

a. Rationale: Creating a Better Living Environment at Orchard Park

The Orchard Park Housing Project, a Boston public housing development owned and operated by the BHA, provides a totally unsatisfactory living environment for its residents and exerts a blighting influence on the surrounding neighborhoods. The Project's hallways and grounds are littered with trash, and fences are partially collapsed. The many boarded-up windows indicate a high percentage of vacant, unsuitable units. Numerous major system improvements and maintenance repairs are required. The tenant population contains 85% single-parent families, and 85% of the households have no employed member. Predictably, the Project has the City's second highest crime rate.

Because of the enormity of the problems at the Project, restoration will require the full commitment and cooperation of the BHA, city planners, and Project tenants. Yet, restoration of the Project is a necessity if for no other reason than its location. The Orchard Park Project is located on a 15.7-acre site between the proposed industrial parcel, the Dudley Station commercial district, and the Sav-Mor neighborhood (see Map 6, page). With the exciting and real prospects for private investment in the industrial parcel, and the positive implications of that development for the abutting commercial and residential areas, restoration of the Housing Project becomes critical.

Implementation of the proposed three-year Master Plan for the Project will provide for needed site improvements, rehabilitation of vacant units, modernization of mechanical systems, and changes in the management and maintenance structure. With adequate funding for this Plan, a better living environment for the Orchard Park Housing Project residents will become a reality.

b. Recent Expenditures

Some restoration activities for the Project have already begun.

In 1973 all kitchens within the development were modernized. In 1974-75 security lighting was installed throughout the Project. In 1976-77 the boiler plant was thoroughly renovated, including the installation of two new boilers and four new gas-fired hot water generators. Repairs to all roofs of buildings with leaks were also made. This year new security doors are being installed on all exterior building entrances.

c. Two 1977 Programs

Two specific improvement programs have been scheduled to commence later this year, a grounds beautification program and Phase I of a vacant unit rehabilitation program. Both activities will have very direct impacts, both physically and psychologically. Tenant involvement is crucial to their success.

INDUSTRIAL PARCELS



6 / ORCHARD PARK HOUSING PROJECT

(1) Grounds Beautification

Approximately one third of a \$234,000 Title VI CETA allocation will be used for a grounds beautification program for Orchard Park. Highly visible activities to be undertaken as part of this program include creative gardening, landscaping, fence-mending, refurbishing of recreational facilities, tot lots, and furniture, and basic housekeeping.

Initially, the grounds beautification program will operate for a twelve-month period. Efforts will be made to have current Orchard Park tenants who qualify for Title VI employment form the ten-person work crew.

(2) Vacant Unit Rehabilitation - Phase I

More than \$250,000 in FY 1977 CDBG funds have been set aside to restore vacant, boarded-up units at Orchard Park. Fifteen unemployed union craftsmen will fully renovate about 40 to 60 of the roughly 180 units intended for eventual rehabilitation.

d. Development of a Master Plan

The City of Boston and the Boston Housing Authority are developing a Master Plan for Orchard Park that will be completed by March, 1978. The Plan's activities relate to:

- The physical dimensions of the development, including infrastructure, building/apartment components and systems, site plan, and dwelling unit mix.
- The selection of occupants for the development.
- The development's security system, including hardware and software components.
- Tenant organization.

(1) Physical Improvements

A principal focus of the Master Plan will be the seriously deteriorating physical plant. As part of the physical improvements plan, infrastructure requirements will be carefully assessed and costed-out. For example, the development's hot water distribution system is drastically in need of rehabilitation, with hot water coming into many apartments at only 90 degrees Fahrenheit. Also, the development's single-phase electrical system is obsolete and inadequate, with development-wide power blackouts an ever-present danger.

The Project's apartments require basic modernization. Specifically, all apartment bathrooms are obsolete and dilapidated, all apartments need painting and plastering, and all



building hallways require rehabilitation. Interior renovation activities will provide 75 temporary repair/construction jobs for Project residents. A request for \$3,000,000 of HUD/Modernization monies will be made to fund these activities over a two-year period.

If successful restoration of the Project is to be achieved, Phase II of vacant unit rehabilitation must be implemented. A special section follows this description of the Master Plan to highlight an innovative method of generating this Phase II rehabilitation. In addition, the Plan recommends permanent removal of some of the Project's buildings, although a final determination on demolition will not be made until the costs and benefits have been investigated.

Finally, as an expansion of this year's grounds beautification efforts, a more substantial site plan, including additional designated parking, more public open space and outdoor recreational areas, will be designed and constructed. These activities will generate 60 temporary jobs for Project residents. Total cost for site improvements will be approximately \$1,250,000 for a two-year period; potential funding sources are UDAG, CETA, CDBG, and the City of Boston.

(2) Selection of Occupants

A principal section of the Master Plan is an investigation of the feasibility of conducting an aggressive marketing campaign to select a mixed-income tenancy for the Project. Mixed tenancy, it is hoped, will provide the Project with improved management, maintenance, and security capabilities.

(3) Security Plan

The security plan for Orchard Park includes both hardware, such as deadbolt locks and security screens, and software components, e.g., a resident security patrol program. The City of Boston and Boston Housing Authority will support the resident security patrol program, which will provide five to ten residents with permanent jobs patrolling development hallways and grounds at peak criminal activity times. Security programming activities will require \$75,000 over a four-year period; potential funding sources for security plan activities are HUD and the LEAA.

(4) Tenant Organization

The Master Plan will analyze the current state of tenant organization, both within buildings and development-wide, and will propose specific mechanisms to effect a more successful tenant social control system within the Project.

In sum, the Master Plan will analyze current physical, social, and security problems within the development, and will prescribe comprehensive solutions for implementation in 1978 and 1979.



e. Vacant Unit Rehabilitation - Phase II

Implementation of Phase II of this program will complete the renovation of the Project's 180 vacant units.

Prior to this rehabilitation, several examinations with respect to dwelling mix must be undertaken. The first will be an examination of the marketability of Orchard Park apartments by number of bedrooms in the apartments; the second, a feasibility study of combining contiguous one-and-two-bedroom apartments horizontally or vertically to yield two-to-five bedroom apartments.

To accomplish Phase II rehabilitation, Orchard Park will be assigned a "Vacancy Crew" of tradesmen referred by the appropriate local unions and employed through contract at full union scale. These tradesmen will be recruited from the ranks of Boston's pool of unemployed construction workers in accordance with the provisions of the CETA Public Service Employment Program. The difference between the maximum CETA wages and the prevailing union scale will be paid from the requested UDAG allocation.

As part of the agreement with the unions in the hiring of "Vacancy Crew" tradesmen, the City will also hire eligible unemployed youth from the Orchard Park development to work as trainees assigned to the craftsmen on a one-to-one basis. These youth will be paid at a rate agreed upon by the unions and the City; funds will be derived from the Youth Employment and Training monies authorized and allocated under CETA.

Phase II vacant unit rehabilitation activities will require \$1,260,000 in funds over a two-year period and will generate 50 repair/construction jobs. In addition to providing these well-paying temporary employment opportunities, the program will supply youth craftsmen trainees with skills that will be marketable for future housing authority maintenance jobs and useful in maintaining their own homes. Finally, through Phase II rehabilitation, the Orchard Park development will reach a 100% occupancy rate.

f. Management/Maintenance Alternatives

The size of the management and maintenance staff of the Orchard Park development is inadequate due to the limited operating revenues available to the Boston Housing Authority (tenant rents, limited to 25% of tenants' low incomes, and inadequate HUD operating subsidies) to pay the high wage costs incurred.

As a result, deferred routine and extraordinary maintenance characterizes the development's maintenance status, and inadequate tenant control characterizes development management. While the crux of the issue is a sufficient number of staff, alternative management and maintenance systems may be more effective and efficient. Accordingly, alternative maintenance and management



systems will be evaluated, including private management and maintenance, tenant management and maintenance, and a mix of those systems with Boston Housing Authority management and maintenance.



Transportation

Improving the Local Transportation Opportunities



5. Transportation

a. Rationale: Improving Local Transportation Opportunities

The ability to move from place to place in a community, and especially the nature of the places well served by transportation, is an important determinant of the quality of life in a community.

Because the areas along Blue Hill Avenue are characterized by a large number of low-income residents with a very low private automobile ownership rate, the availability of public transportation is vital; it affects residents' access to employment, shopping, recreation, and social activities, and is a key determinant of where they choose to live.

Blue Hill Avenue is only moderately well-served with public transportation. This situation is in marked contrast to the first half of the century, when a trolley line down the Avenue encouraged the development of small businesses and increased residential mobility. The demise of the trolley and discontinuance of commuter rail service on the nearby Midlands Branch were major factors contributing to the deterioration of the Blue Hill Avenue community. Any effort at upgrading the area must seriously consider public transportation needs.

b. Trolley Line

As previously mentioned, the MBTA, the state agency which operates the Boston area's public transportation system, is conducting a major Replacement/Transit Improvement Study for the South End, Roxbury, and Dorchester -- areas which include Blue Hill Avenue. The City's own analysis of the public transit needs of the area indicate that one of the highest priorities should be the establishment of light rail (trolley) service running from Dudley Station south on Warren Avenue to Grove Hall and along Blue Hill Avenue corridor. The City urges the MBTA to seriously consider the following factors:

- Trolley service is appropriate to the medium to high residential densities now present and expected to continue in this area.
- It is energy-efficient because it uses electricity rather than gasoline or diesel fuel.
- A trolley line will serve the important purpose of encouraging confidence in the area. It will not only improve transportation for residents, but will encourage private investment, especially at the commercial nodes.
- The trolley will complement the extensive renovations currently planned at the Franklin Park Zoo. Ground-



breaking of this \$12.5 million project will commence this summer. When completed, the Zoo will be a regional if not national tourist attraction serving two million visitors a year.

Actual construction of such a light rail line will not commence until the 1980's. As such, the trolley line should be considered a vital, long-term component that will help preserve the improvements funded on the next three years.

Construction of the trolley line will provide an estimated 135 temporary jobs for area residents. The costs of construction will require approximately \$12,000,000 over a four-year period; the Department of Transportation is a potential funding source for the project.

c. Blue Hill Avenue Reconstruction

The northern section of Blue Hill Avenue, from Grove Hall to Dudley Street, is in extremely deteriorated condition, with numerous burned out and abandoned buildings interspersed with vacant lots. A high priority will be given to improving the appearance of this stretch. The right-of-way will be widened and the entire street reconstructed to include wide sidewalks, a center median, extensive plantings, and decorative street furniture. Neck-downs and other traffic control features would be used to prevent the Avenue from becoming a speedway for commuters and a hazard to neighborhood residents. The result of these reconstruction activities would be a pleasant urban boulevard that would encourage the development of quality residential projects, probably in the form of low-rise apartments and townhouses at densities appropriate to the area.

The reconstruction project, requiring \$4,000,000 over a three-year period, could be funded by UDAG or Urban Systems. It will create 70 temporary construction jobs for area residents.

d. Feeder Bus Route

A growth in industrial development in the Newmarket area, northeast of Blue Hill Avenue, and in the Crosstown industrial park will provide increased job opportunities for residents. Because present bus routes do not directly serve these industrial areas, a demonstration grant will be sought from the Urban Mass Transit Administration for an experimental feeder bus. The bus route will run up Blue Hill Avenue and loop through the industrial area; service will be scheduled at times which coincide with plants' working hours.

The aim of this project is to demonstrate how mass transit can enable low-income minority group members to obtain employment without automobile purchases and use.



C. Timeframe

Implementation of the programs contained in this first phase of a plan to revitalize Blue Hill Avenue and its abutting commercial and residential areas will extend over a period of about three years. The only activities of a long term are Parcel 3 in the industrial parcel, improvements to Dudley Station and construction of a trolley line along the Avenue. The anticipated dates for initiation and completion of the specific program activities are included in the cost and benefit tables found on pages of this document. Briefly, the estimated timeframe for the general program components is as follows:

(1) Industrial Development

Development of the Crosstown industrial park, Parcels 1 and 4, 5, and 2, will begin in late 1977 and be completed by 1981. Acquisition of land in Parcel 3 will commence next year. Development will extend over a three-and-one-half year period, beginning 1980.

(2) Commercial Nodes

Activities aimed at strengthening the existing business districts along Blue Hill Avenue will be carried out over a five-and-one-half year timeframe. Implementation of the Dudley Station area revitalization efforts are scheduled to begin in early 1978. However, major public funding will not commence until the MBTA study is completed. The more intensive revitalization efforts stated for Grove Hall will commence in 1978 and will be completed within two years. The establishment of the elderly development and service center behind Grove Hall will be accomplished during 1978-79.

(3) Residential Preservation

The upgrading of the residential neighborhoods abutting Blue Hill Avenue through programs that would rehabilitate occupied housing, restore abandoned properties, reuse vacant lots, reduce crime, and promote energy conservation, will begin this year and continue over the next three years.

(4) The Public Housing Project

Two programs for renovation of the Orchard Park Housing Project will commence later this year: a grounds beautification program and the vacant unit rehabilitation program - Phase I.

The Master Plan for the development calls for site improvements, interior renovations, Phase II of the vacant buildings rehabilitation, and institution of security hardware and a resident security patrol program. Depending on which funding sources become available, these activities will be initiated in 1978 and could be completed as soon as 1979 or as late as 1981.



(5) Transportation

Local transportation improvements will begin in 1979, with the initiation of Blue Hill Avenue reconstruction activities; this project will be accomplished over a two-year time period. Construction of a light rail (trolley) line will not commence until 1983, and will take three years to complete.

IV.
CONCLUSION



IV. CONCLUSION

The ambitious subtitle of the Blue Hill Avenue section, "revitalization of a distressed area", is not used lightly. Admittedly, the magnitude of the problems along this major artery are all too apparant to the residents in close proximity. And yet, given sufficient federal support, there is much that can be done to alleviate these problems.

This Phase I plan for the revitalization of Blue Hill Avenue should be looked upon as an opportunity to creatively utilize new federal discretionary monies, to combine proven public initiatives with innovative new program ideas, and most importantly, to breathe new life into an area desperately in need of any new beginning. While it is only a first step, nevertheless, it is evidence of a Mayoral commitment to improving the living conditions for area residents. With the continued work of the City Administration and the invaluable assistance of the Blue Hill Avenue Commission, a final plan will be developed.

In summary, this Phase I plan for the Roxbury section of Blue Hill Avenue will produce the following results:

- The development of Crosstown Industrial Park parcels will provide hundreds of employment opportunities for local residents, thus increasing the income of area residents and enhancing the ability of the area to attract and support additional job-producing industry.
- The activities aimed at fortifying the Dudley Station and Grove Hall commercial nodes will support and encourage investment by current and new businesses; this investment will generate new jobs for local residents and substantially augment community confidence.
- The upgrading of the residential neighborhoods abutting the Avenue will include programs to rehabilitate occupied housing, restore abandoned buildings, reuse vacant lots, reduce crime and highlight several energy concerns. The programs are designed to restore resident confidence.
- The master plan for Orchard Park, a seriously deteriorated housing project, potentially may serve as a model for other municipalities faced with similar problems. Improvements will include physical upgrading and also an alternative management and maintenance scheme.
- Improvement of transportation linkages will provide residents with better accessibility to employment opportunities and commercial activities.

A detailed listing of the proposal's specific program activities, including benefits, economic impact, costs, funding sources, and time-frame is provided in the tables on pages .



Successful implementation of the Blue Hill Avenue plan will require a total public and private investment of \$52.5 million and will require approximately \$24.5 million in federal dollars.

Costs and Potential Funding Sources

PROGRAM ACTIVITY	TOTAL COST	ANNUAL ALLOT.	POTENTIAL FUNDING SOURCES			TIME FRAME
			Federal	State	Local	Private
1. Industrial Development Crosstown Industrial Site						
a. Parcels 1 and 4						
(1) acquisition						
(2) public improvements	\$525,000					
and site preparation	625,000					
(3) facility construction	\$4,500,000					
(initial and additional structures)			EDA		City City IDFA Bond	10/77-2/80
b. Parcel 5						
(1) acquisition	\$1,500,000				City	10/77-9/78
(2) site preparation						
(3) BBI building modernization						
(4) construction of additional building						
c. Parcel 2						
(1) acquisition	\$400,000					
(2) public improvements	\$200,000					
and site preparation						
(3) facility construction	\$2,700,000		UDAG/EDA		Possible IDFA Bond	3/80-8/81
d. Parcel 3*						
(1) acquisition	\$4,500,000					
(2) public improvements	\$3,500,000					
and site preparation						
(3) facility construction	\$2,000,000		UDAG/EDA		Possible IDFA Bond	3/80-8/83

* Parcel 3 development will take three to four years to complete and should not be considered a direct cost of this proposal.

PROGRAM ACTIVITY	TOTAL COST	ANNUAL ALLOT.	POTENTIAL FUNDING SOURCES			TIME FRAME
			Federal	State	Local	Private
e. CDC Administration costs	\$ 95,000		CDBG			'78-'80
f. Crosstown Employment Assistance Project-employment training	\$ 750,000		CETA			'78-'80
2. Commercial Nodes						
a. Dudley Station*						
(1) Public improve-ments and parking	\$2,000,000		UDAG	Public Works Bill	City Cap.	3/78-9/83
(2) Store rehab-ilitation and expansion	\$1,000,000		SBA,EDA			
b. Grove Hall						
(1) Street improve-ments	\$ 250,000		Urban Systems		City of Boston	3/78-12/81
(2) Parking Lot	\$ 100,000				City of Boston	
(3) Market Study	\$ 50,000		SBA		City of Boston	
(4) S.B.A. Urban Commercial Neighborhood Revitalization						
(5) Revolving Loan			UDAG			6/78-9/79
(6) Elderly Center	\$6,750,000		HUD/Sec. 202/Sec.8			
(a) Construction			HEW/Title II, XX, XIX			
(b) Operating			HUD/ERDA			
(c) Solar Energy Unit						
3. Residential Preservation						
a. Housing Improv. Program	\$ 750,000		CDBG		City of Boston	'77-'79
b. Sec. 312 Direct Loans	\$1,200,000		HUD		City of Boston	'77-'79
c. Chapter 707 Rental Assistance	\$ 900,000			DCA		'77-'79

*This project will be completed at a later development stage and should not be considered a direct cost of this proposal.

PROGRAM ACTIVITY	TOTAL COST	ANNUAL ALLOT.	POTENTIAL FUNDING SOURCES			TIME FRAME
			Federal	State	Local	Private
d. Rehabilitation Advance	\$1,200,000		UDAG			'77-'79
e. Abandoned Housing Rehabilitation	\$2,100,000		UDAG CETA			'78-'80
f. Vacant Lots - Open Space Management	\$ 400,000		CDBG		City of Boston	'77-'80
CETA Materials	\$ 200,000		CETA			
g. Crime Prevention Program	\$ 320,000		LEAA			'77-'80
h. Energy Solar Energy (commercial nodes & elderly center)	\$ 350,000		ERDA/HUD			'77-'80
HIP/Weatherization	\$ 60,000		ERDA		City of Boston	'77-'79
Energy CDC	\$ 500,000		UDAG/ERDA/SBA			'77
4. Orchard Park Housing Project						
a. Grounds Beautification	\$ 80,000		CETA		City of Boston	'77
b. Vacant unit Rehabilitation (Phase I)	\$ 250,000				City of Boston	'77
c. Vacant Unit Rehabilitation (Phase II)	\$1,260,000		UDAG CETA Title VI CETA Title III			'78-'79
d. Interior Renovations (including bathrooms major mechanical systems, etc.)	\$3,000,000		HUD/Modernization			'78-'79



PROGRAM ACTIVITY	TOTAL COST	ANNUAL ALLOT.	POTENTIAL FUNDING SOURCES			TIME FRAME
			Federal	State	Local	
e. Site Improvements (selection demolition, landscaping, enhance renovations.)	\$ 1,250,000		UDAG CETA CDBG		City of Boston	'79-'80
f. Security Program	\$ 75,000		HUD/LEAA			'78-'81
5. Transportation						
a. Blue Hill Avenue (Reconstruction)	\$ 4,000,000		Urban Systems			'79-'80
b. Local Residential Streets (streets, sidewalks, & lighting)	\$ 400,000		Chap. 90		City of Boston	'78-'80
c. Trolley Line*	\$12,000,000		DOT			
TOTAL	<u>\$61,740,000</u>					

* This project will be completed at a later development stage and should not be considered a direct cost of this proposal.

Economic Impact

PROGRAM ACTIVITY	NO. OF JOBS CREATED		JOB TRAINING NEEDED	OTHER ECONOMIC IMPACT	POPULATION SERVED	TIME FRAME
	Temp. Const.	Public Service	Perm. Employ.			
1. Crosstown Industrial Park				Expanded tax base	City of Boston	10/77-2/80
a. Parcels 1 and 4	72		900	Temporary: Constr. skills		
b. Parcel 5	50		160	Permanent: Industrial training fitted to needs of employer		10/77-9/78
c. Parcel 2	66		500			3/80-8/81
d. Parcel 3	50		1400			3/80-8/83
2. Dudley Station Revitali- zation						
a. Public improvements	13			Temporary: Repair/ construction skills	Better shopping expanded tax base	3/78-9/83
b. Store rehabilitation and expansion	10		20	Permanent: Retail and clerical skills	Neighborhood revitalization	
3. Grove Hall Revitalization						
a. Public improvements	10			Temporary: Repair/ construction skills	Better shopping expanded tax base	3/78-12/81
b. Store rehabilitation and expansion	10		20	Permanent: Retail and clerical skills	Neighborhood revitalization	
4. Elderly Development and Service Center	185		25	Temporary: Construc- tion skills	Better housing Neighborhood revitalization	6/78-9/79
				Permanent: Janitorial and service skills	Low-income elderly	



PROGRAM ACTIVITY	NO. OF JOBS CREATED		JOB TRAINING NEEDED	OTHER ECONOMIC IMPACT	POPULATION SERVED	TIME FRAME
	Temp. Const. Per Yr.	Public Service Employ.				
3. Housing Improvement Program	10		Repair Construction skills	Better housing Expanded tax base Neighborhood Revitalization	Blue Hill Ave. area residents	10/77-9/79
a. Sec. 312 Loans	20					10/77-9/79
b. Chap. 707 Assistance	10					10/77-9/79
c. Rehab Advance	20					10/77-9/79
d. Code Enforcement	2		Inspection skills			10/77-9/79
e. Abandoned Building Renovation		35	Repair/construction skills	Expanded tax base Removal of blighting influence Better housing	Blue Hill Ave. Area Residents	4/78-9/80
f. Vacant Lots/Open Space Management		52	Maintenance skills	Removal of blighting influence	Blue Hill Ave. Area Residents	10/77-9/80
g. Crime Prevention		6	Patrolling skills	Crime Control	Blue Hill Ave. Area Residents	10/77-9/80
h. Energy Program						
(1) Energy Outreach		15	Inspection and installation skills	Lowered utility costs	Blue Hill Ave.	10/77-9/79
(2) Energy CDC		25				10/77-9/79
(3) Insulation production	20	90	Manufacturing skills	Expanded tax base		10/77-9/79

THE BOSTON PLAN



A Creative Approach to
Neighborhood Preservation: Hyde Park



A CREATIVE APPROACH TO NEIGHBORHOOD PRESERVATION



HYDE PARK

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I.
OVERVIEW

I. OVERVIEW

A. Selection of Target Area

Hyde Park can be viewed as a strong residential area with active commercial and manufacturing sections, precisely the kind of resource which city and federal government officials have agreed should be preserved. An alternative view of this area, held by many closest to it, is that Hyde Park is a community in a delicate state of balance, with evident decline in its commercial center and steady erosion of the industrial job base, as well as a potential for housing deterioration. Complicating any assessment of the area are two additional factors: its deep and often bitter involvement in controversy over court-ordered school desegregation and, in one section, recent racial transition.

To say that such an area must slide into physical decay before it receives help would be irrational, yet the present impact of public policies might prompt the conclusion that this is the case. Hyde Park feels the secondary effects of a range of federal policies, from road-building to education, without being a focus for federal investment. Apart from limited Community Development Block Grant (CDBG) funds, almost no federal money has been spent in Hyde Park in the past decade. A City-financed neighborhood preservation program, increasingly constrained by fiscal problems and competing needs, has fallen far short of perceived need. City efforts have not addressed underlying economic issues or permitted detailed focus on a community at early signs of decline, nor have they addressed the need to build community-level capacity for change or provided opportunities to ameliorate racial antagonism and fear.

Without questioning the priority need of more distressed or disadvantaged areas, a case must be made for the Hyde Parks of urban America. This proposal makes such a case, offering a preventive approach to neighborhood deterioration. The proposal argues that a public strategy responsive to early signs of distress is a vital part of an approach to this City's problems. The plan seeks to develop a capacity to manage the impacts of changes natural to the life of a neighborhood, while keeping residents' confidence in the area strong. It argues that a successful neighborhood approach must be linked to regional economic development and job creation efforts, but it also identifies small steps which can be taken by community-based City agencies and neighborhood groups to strengthen Hyde Park.

The proposal builds on Boston's experience with and commitment to its neighborhoods, manifested through such efforts as Little City Halls, community schools, and the Housing Improvement Program. Extending these resources, this plan for Hyde Park seeks to create local capacity to integrate and manage substantial new federal funding. The mesh of federal investment with many small investments of local attention and care is key to this preventive strategy.

B. Summary of Program Components

The problems which have been identified as the appropriate focus of new public action in Hyde Park are:

1. Commercial Area Decline

A decline in business and physical activity has been evident in the neighborhood's key commercial area, Cleary Square. An increasing number of vacant structures, incidences of fire and vandalism, and demolition activities have been added to the Square's chronic problems of traffic congestion and lack of parking space. The competitive position of the Cleary Square shopping area as compared with suburban malls appears to be weakening. As the general condition of the Square is viewed as a symbol of the health of the community as a whole, its revitalization is key to Hyde Park's future.

2. Loss of Residential Confidence

A loss of residential confidence in the area, coupled with a decreased capacity of owners to invest in home repairs, threatens the neighborhood housing stock. Coordinated public policy is needed to assure a future for the residential area.

3. Youth Development

Youth problems are agreed to be a serious issue in Hyde Park, both in terms of the limited opportunities for young people and in the impact that youth misbehavior has on the neighborhood's stability. The source of these problems lies with the quality of the educational (particularly vocational education) opportunities, the impact of school desegregation on the community, and the limited job opportunities for youth in a depressed economy. Responses to these problems must involve community groups and institutions, the business community, the educational system, and the City in working toward shared goals.

4. Job Base Decline

A steady erosion of jobs in the manufacturing sector has been paralleled by an increase in vacant industrial buildings. Several major close-downs or transfers have highlighted this long-term trend, and over 900 jobs have been lost within the past five years. Major investments in streets and bridges are needed to provide access to existing industrial activities, and vigorous public action is required to create conditions suitable for expansion or to attract new development.

The Hyde Park proposal attempts to resolve these pressing neighborhood problems. The plan aims at retaining the economic



life of the community, its commercial activities and industrial base; it also deals with the future of its youth, focusing on their earning power, which is key to their own and the City's future.

Projects proposed in the plan include capital investment and siting of new facilities, and management of changes and addition of services to revitalize Cleary Square. Other recommended projects include: investments to aid existing manufacturing firms; physical improvements to roads and bridges, and site preparation to secure new manufacturing activities; and, the aggressive use of a variety of financing mechanisms to aid both existing and new businesses. The youth development section outlines programs to better prepare youths for jobs and to link them to opportunities in expanding sectors of the economy, as well as a variety of activities to broaden the choices available to them. Finally, the Hyde Park plan proposes a series of services which will help stabilize the condition of the housing stock and restore confidence in residential neighborhoods.

II.
DESCRIPTION OF THE AREA



II. DESCRIPTION OF THE AREA

A. Area Location

Hyde Park, located in the southwest quadrant of Boston, is abutted by three of the City's neighborhoods, Roslindale, West Roxbury, and Mattapan, and by two of its suburbs, Milton and Dedham (see Map 1, page 7). Hyde Park is a relatively low-density, residential community, laid out on hilly terrain. Thirty percent of the neighborhood's total acreage consists of natural wooded, recreational, or underdeveloped land, while 20% of the acreage is devoted to industrial use (see Map 2, page 8).

B. Population Characteristics

Hyde Park was one of the few sections of the City to gain in population between 1960 and 1970; during that period the neighborhood's number of inhabitants increased by 28%, to 36,509. The area's population resembles the City as a whole in its ethnic and religious makeup and is dominated by no one group. The number of black and Spanish-speaking persons is small. According to 1970 census, approximately 13% of the population was under the age of 24 and 12% was over the age of 65, both of these figures being close to City-wide averages. Mid-decade population examination from a variety of sources indicates an increasing percentage in both these groups.

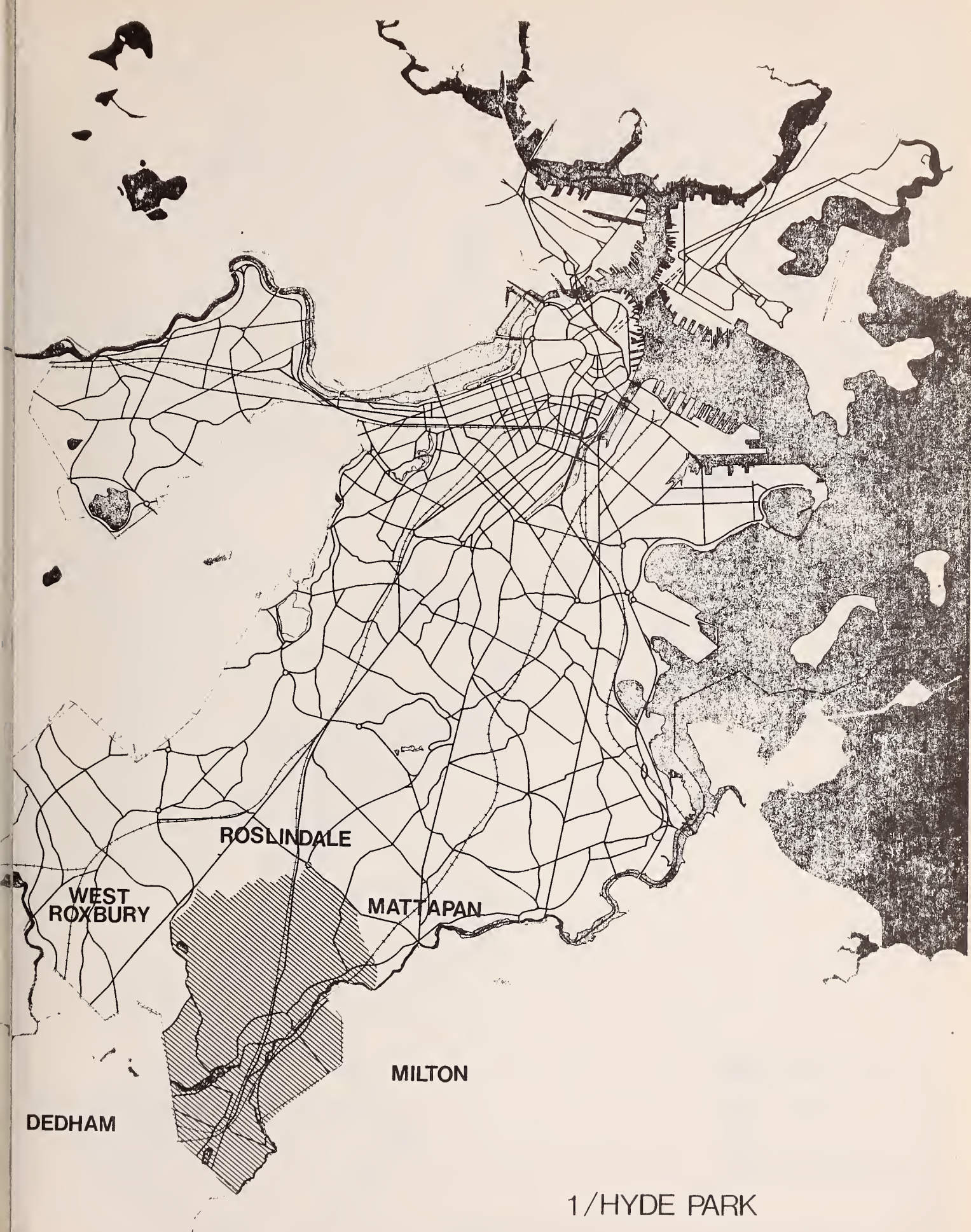
The 1970 median income of Hyde Park residents was \$10,693, about \$1,500 above the City median. The inhabitants' occupational skills are similar to the City-wide profile, with a slightly higher level of tradesmen (13.8%), and a slightly lower percentage of managerial/professional/technical and service workers than City averages.

C. Housing Characteristics

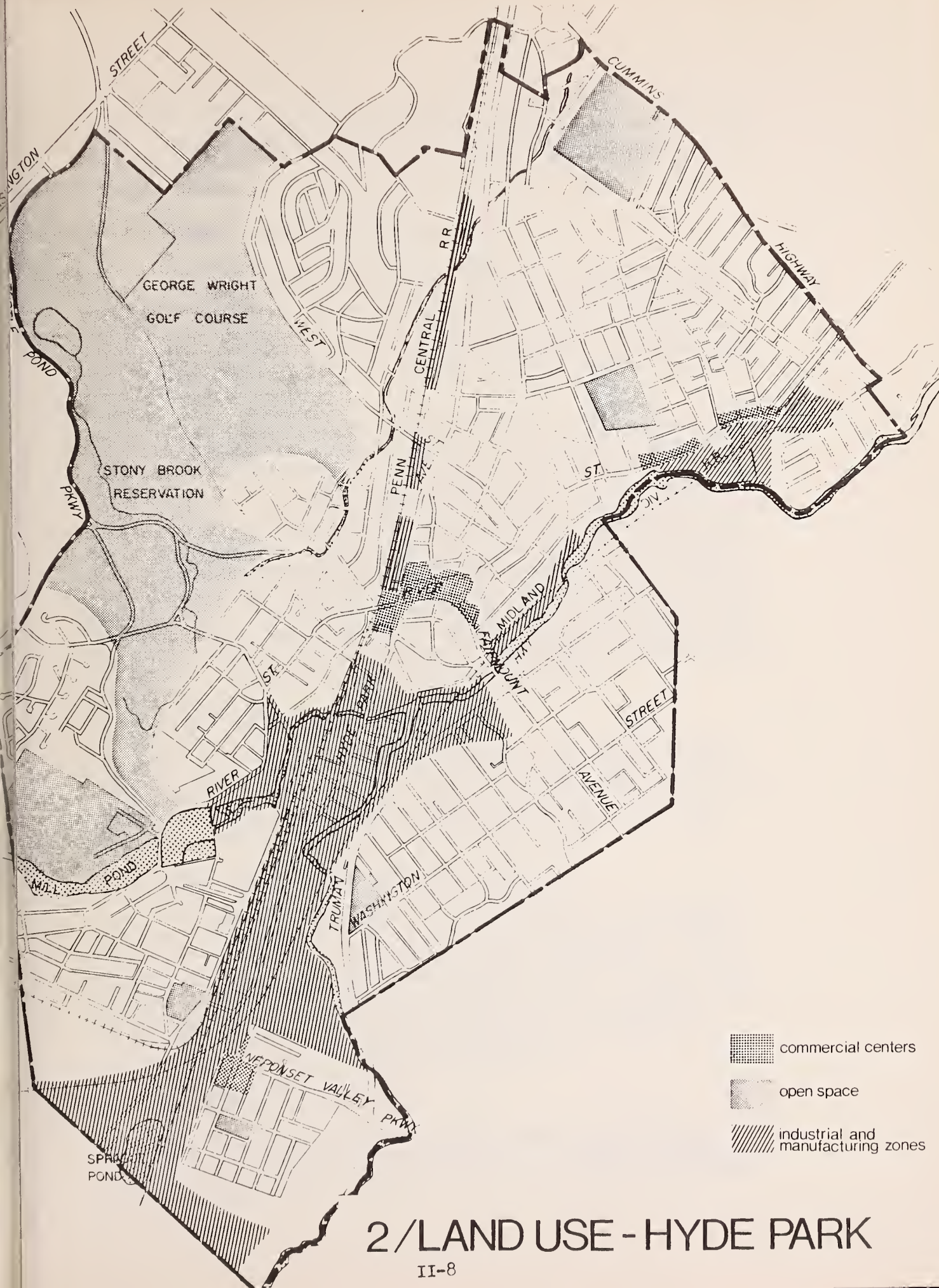
The housing types found in Hyde Park vary from late Victorian homes to the much more evident small, Cape-style homes constructed in the 1950's and 1960's. Single and two-family housing and wooden three-deckers built during 1920-1940 are located along arterial streets. The median market value of all Hyde Park housing is \$28,000, substantially lower than comparable structures in nearby suburbs. A 1973 survey indicated that 11% of the housing stock was in need of repairs costing more than \$1,000, as compared with the City-wide percentage of 30%.

Of the 10,735 dwelling units in Hyde Park, 58% are owner-occupied. Many residents are long-term, with 65% having lived in the same house more than five years. The average age of heads of households and the number of single-person households has increased significantly in the last several years.









2/LAND USE - HYDE PARK



Large new apartment structures are concentrated on Cummins Highway on the northeast edge of the neighborhood, while a complex of 800 townhouse-style units, built in 1968, is located on the western boundary of the area. The 302-unit Fairmount public housing project was built in 1952.

D. Commercial and Industrial Activities

Located near the geographical center of Hyde Park is the neighborhood's commercial core, Cleary Square. While it appears in one sense to be busy and active, with a variety of private services and public uses, many stores are vacant, and there are evidences of vandalism, fire, and recent demolition. Traffic congestion is chronic, a sign of its central location and of its physical design problems.

A large industrial sector extends from the southernmost part of Hyde Park almost to Cleary Square. Other pockets of manufacturing activity are found off River Street, to the east of Cleary Square. A concentration of industrial activity is found near the intersection of the rail lines, the former Penn Central Mainline and Midlands Branch, near two major water sources, Mother Brook and the Neponset River. Major manufacturers located in the Readville area, including Westinghouse International's Sturtevant Division and Diamond International's Tilestone-Hollingsworth plant, provide approximately 7,000 jobs for area residents. Large, vacant industrial structures and empty land, presently owned by Amtrak, contribute to a mixed visual impression of the Readville area of active manufacturing set against industrial deterioration.

E. Transportation

Hyde Park Avenue (which connects with the MBTA Orange Line at Forest Hills), Cummins Highway, Truman Highway, and River Street provide commuter access to the City's core by auto or by bus. The Neponset Valley Parkway and Route 138 provide connections with the circumferential highway 128.

F. Active Area Organizations and Institutions

The institutional structure of the community is characteristic of an area where there has been little external threat or major investment to stimulate the creation of new organizations. While schools, churches, and social and fraternal groups dominate, six or more resident associations are variously active. Social service agencies have low visibility, and a Community Development Corporation, ROAR (Restore Our Alienated Rights) drew both leadership and popular support from this area.

G. Recent Public Investments

Hyde Park is a tax-exporting area, supporting more city activities through its taxes than it consumes. In 1976, it yielded \$23 million in property tax payments from its businesses, industries, and residences.



City capital investments over the past eight years have totaled over \$2 million, including a new fire station and parking lot in Cleary Square, and a variety of street and playground improvements. State and metropolitan agency investments have included sewer reconstruction, park renovation, and bridge improvements. The area will receive \$1.1 million from recently-released Local Public Works money, approximately 5% of the City's total; it received 2.5% of the City's Community Development Block Grant funds used for housing and business improvements.

City services are generally perceived as good, with chronic complaints focusing on problems with young people and on deficient water pressure. A Little City Hall, established in Cleary Square in 1969, provided 12,500 direct services during 1976, such as voter registration and tax abatement processing, and handled 45,000 other transactions. The Ohrenberger community school built by the City in 1973, serves West Roxbury and the adjacent section of Hyde Park.

H. Changing Character of Hyde Park

Hyde Park, Boston's last community to be annexed (1912), can be viewed in terms of its similarity to other New England manufacturing towns. Its early growth centered around local industry and paper and textile manufacturing. Connected to the larger world by rail, it merged physically with the expanding central City and grew rapidly at the turn of the century. A period of growth followed the Second World War, when new housing construction and a shift in job location to outside the area led it to be characterized as a suburb within the City.

On the basis of 1970 census data, Hyde Park appears to have remained a relatively well-off community. According to this data, the neighborhood's residents have medium income and average education levels that are slightly above City averages, and an incidence of poverty and unemployment below City averages. Yet such an analysis is contradicted by the problems visible to the outside observer and those spoken of by residents. The widespread loss of confidence in the area might be explained by the history of school desegregation and the impact of rising taxes; however, conversations with storeowners, social service agency personnel, and community leaders suggest other factors at work.

While certainly not the universal picture, unemployment and underemployment have taken a disproportionate toll on Hyde Park. Employment has dropped from a high of 15.4%, in spring 1975, to a present level of around 9%; levels above 10% were sustained over a three-year period. While 19% of the unemployed were under 21, underemployment and dropping out of the labor market were widespread in this age group.

The community has still not recovered from this period of unemployment. There are evidences of a decline in the money being spent in local businesses, of an increase in use of public



assistance, and of owners deferring home improvements. The 1970 data, in fact, were quite misleading in predicting 1977 income levels. Profiles in Change, a Department of Housing and Urban Development (HUD) - sponsored data compilation, indicates a drop of 4 index points against a City-wide average for income during this period.

While available indicators are fragmentary and not conclusive, they appear to support the conclusion that "something has happened to income" in Hyde Park, and that this change lies beneath many of the feelings and signs of negative trends. Even if Hyde Park remained closer to City averages than these bits of evidence might suggest, its skill base and socio-economic makeup would suggest that it has shared in both City-wide failure to recover fully from recent recession and the structural unemployment problems affecting trades and construction workers.



III.
THE HYDE PARK PROPOSAL

III. THE HYDE PARK PROPOSAL

A. Introduction

This proposal for Hyde Park takes a preventive approach to neighborhood deterioration. The projects described in the following pages are designed to respond to early evidences of decline, to foster community confidence, and to develop a local capacity to manage changes natural in the life of a neighborhood.

B. Program Components

1. Revitalization of Cleary Square
2. Residential Confidence
3. Youth Development
4. Economic Development



Commercial Revitalization of Cleary Square

1. Commercial Revitalization of Cleary Square

a. Major Issues

Revitalization of Cleary Square as the area's social and commercial center is crucial to the enhancement of residents' confidence in Hyde Park as a desirable place to live.

The concentration of retail activity and the location of major social institutions in Cleary Square, e.g., churches, municipal building, library, police and fire stations, YMCA, post office, and middle school, caused it to become a focal point for most Hyde Park residents. Yet, since 1970, the Square has witnessed a sudden and dramatic commercial decline; the total commercial area has decreased by 50,000 feet. The equivalent of almost four standard city blocks of once viable retail activity structures are now vacant, and much of what was once a bustling, congested business district has given way to open, empty space (see Map 3, page 16). The City's present CDBG-funded neighborhood business district program, which provides one staff person for business districts in the southwest sections of the City, has received inadequate funds to have more than a limited impact in Cleary Square; however, the business specialist's efforts at coordinating the storefront rehabilitation rebate program (RESTORE), capital investments, and increased police protection do provide an excellent starting point for a more comprehensive approach to resolution of the area's problems.

The deterioration in commercial activity in Cleary Square can be attributed to:

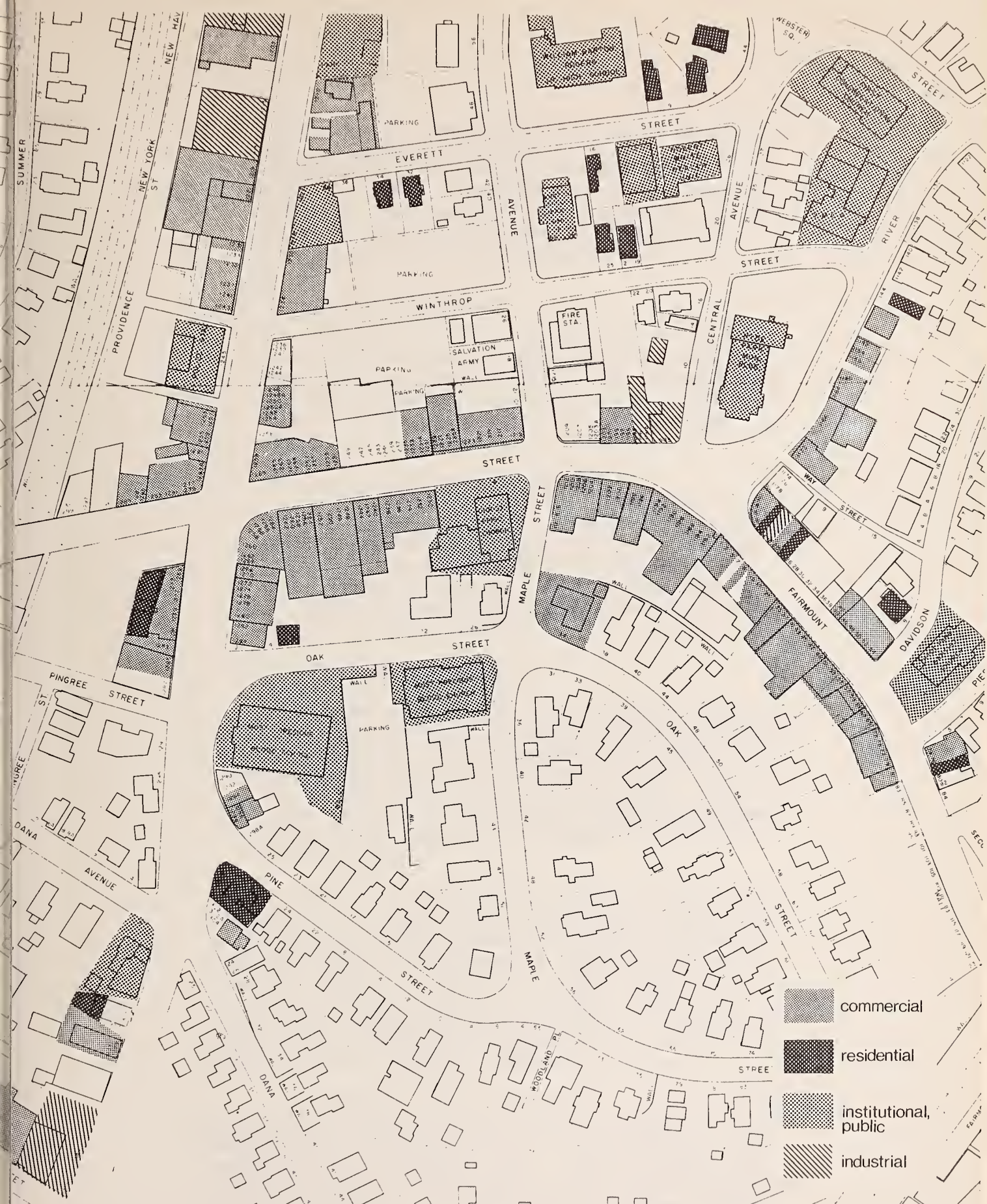
(1) Competition from Suburban Malls

Both shopping patterns and quality stores have shifted from local business districts, even strong ones such as Cleary Square, to the newer accessible-by-auto suburban malls. Recent studies of Cleary Square shoppers indicated that nearly one-half had walked to the Square; its primary market, which at one time consisted of much of southwest Boston, has shrunk to an area within one-half mile of the Square. Cleary Square, once serving a regional market, is now more a "neighborhood business district", whose future is closely tied to that of its immediate surroundings.

(2) Declining Purchasing Power of Area Residents

The combination of a sustained, high unemployment level and underemployment among segments of





3/LAND USE - CLEARY SQUARE



the population normally most inclined to spend (i.e., young adults, heads of families) has had a negative impact on demand in Cleary Square. In addition, a shift of homeowners from the mid- to older-age group suggests more dependence on fixed income and less family spending, reducing the effective demand for goods and services.

(3) Traffic Congestion

Congestion is particularly acute in Cleary Square since suitable bypass routes for long distance travel are not available. The several traffic signals on major thoroughfares, while necessary, further impede the flow of traffic through the Square.

(4) Lack of Diversity in Goods

In a recent survey of Cleary Square shoppers, 44% of the respondents mentioned the lack of diversity in the goods marketed in the Square. The area is characterized by a concentration of drug and personal goods stores and a lack of men's and children's clothing stores.

(5) Physical Deterioration

Vacant stores, demolished buildings, and open spaces reduce the attractiveness of the Square as a place to shop, further decreasing its market. Condition and layout of existing retail space has not been consistently modernized and hence, while individual stores may carry sought-after merchandise, stores do not appeal to the aesthetic taste of the modern shopper.

In addition to the problems of physical and marketing decline, the media's coverage and overdramatization of disturbances during school desegregation has led to commercial decline of the Square. One national retail chain was ready to enter into a leasing agreement for occupancy in Cleary Square in October, 1976, when a national newscast portrayed violence at the Hyde Park High School; subsequently, the marketing manager cancelled the firm's intention to locate in the area.

It is noteworthy that intervention in Cleary Square alone cannot solve its major structural problems -- the declining purchasing power of area residents and the competition from suburban malls. The first issue, the decline in residents' purchasing power, will be addressed in other sections of this proposal. The latter, competition from suburban malls, will be addressed in a

national context by the impact of ever-increasing energy costs. It is possible that the trends which led to the development of suburban competition may well slow or reverse themselves, thus providing the necessary climate, through market pressure alone, for revitalization of Cleary Square. Yet it is also possible that prior to such changes deterioration will put the Square beyond the reach of assistance. To prevent this occurrence, regardless of national trend, this proposal recommends a three-phased, coordinated plan for the revitalization of Cleary Square; its strategy aims to develop a more favorable climate for commercial enterprises through emphasis upon physical improvements and upon effective generators of area activity (see Map 4, page 19).

b. PHASE I - Existing and Short-Term Physical Improvements

Goal: To arrest the most immediate and obvious signs of deterioration and to provide public incentives for the maintenance of the private commercial base.

Timeframe: Existing - July 1, 1978

(1) Investments

(a) Parking Lots

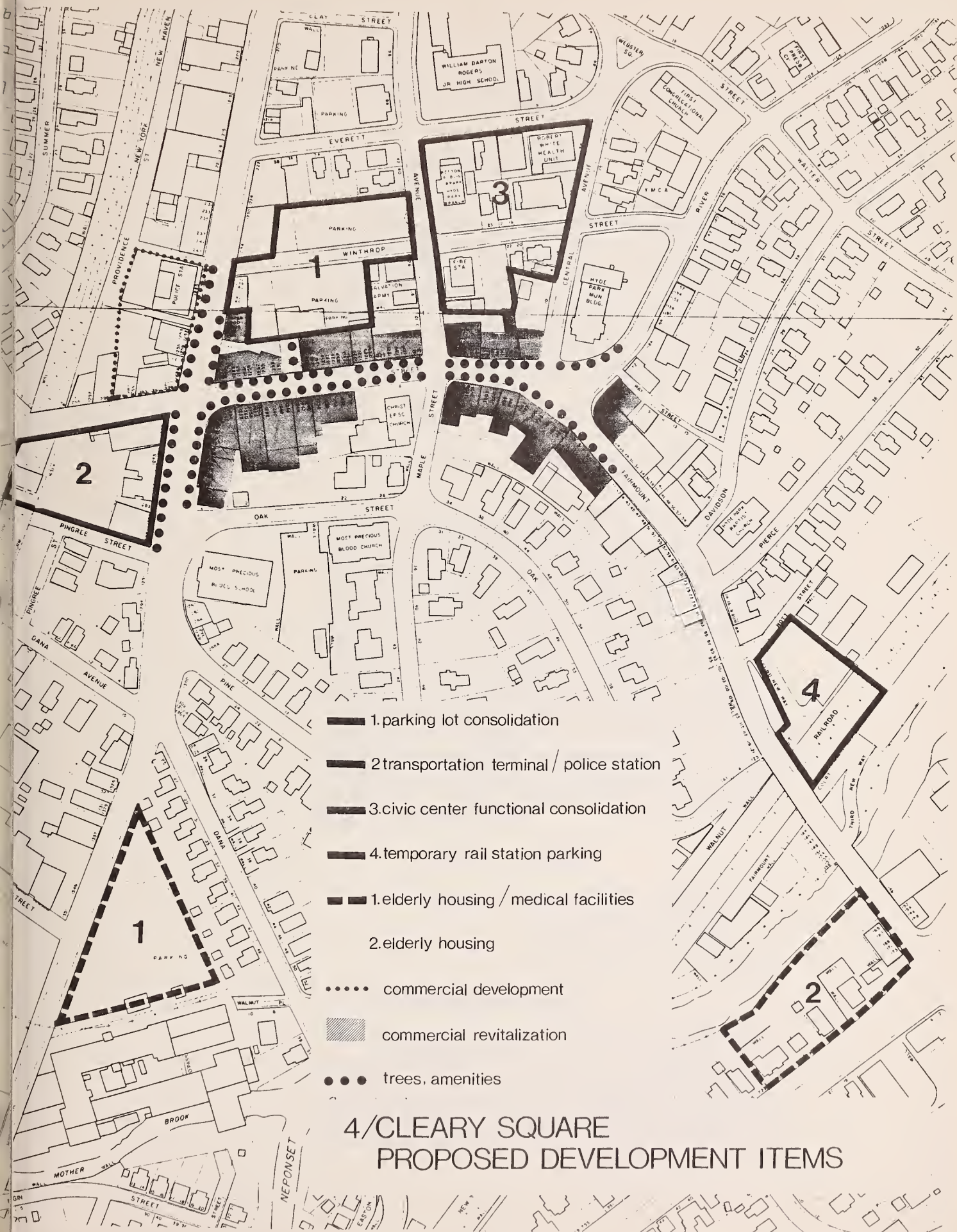
The City has already constructed one major parking lot in Cleary Square, on the former Top Dollar site.

This proposal recommends that, in conjunction with the area's major developer, the City consolidate the municipal parking lot on Withrop Street with the privately-owned lot across the street. These reconstruction activities, which would be completed by spring, 1978, will increase this site's parking capacity to 140 cars.

The former Top Dollar site and expanded Winthrop Street lots together will provide adequate parking for Cleary Square shoppers.

Cost: Winthrop Street Lot \$361,000





- 1. parking lot consolidation
- 2. transportation terminal / police station
- 3. civic center functional consolidation
- 4. temporary rail station parking
- 1. elderly housing / medical facilities
- 2. elderly housing
- commercial development
- commercial revitalization
- ... trees, amenities

4/CLEARY SQUARE PROPOSED DEVELOPMENT ITEMS



Source: City of Boston Capital Budget;
HUD CDBG funds

(b) Exterior Improvements

The City has undertaken a major initiative in implementation of its CDBG-funded RESTORE program, which offers 20% cash rebates for the cost of exterior improvements made with appropriate design controls. A major property-owner in the area has agreed to utilize the RESTORE program in renovating the exterior of his Cleary Square structures; other businessmen are expected to take similar action.

Cost: \$15,000

Source: HUD CDBG funds

In addition, the placement of extensive street furniture/amenities, e.g., benches, trees, and lighting, will begin in spring, 1978. These efforts will be assisted by the City's current "Birthday Book" program, which works with local groups to design and place improvements, matching private donations toward specific activities with an allocation of "Birthday Book" funds. The public amenities program can be coordinated with an overall "image" campaign for the Square, which draws on design professionals and artists for development and assistance in implementation. Sources such as the National Endowment for the Arts (NEA) City Spirit grants will be explored to support this activity.

Cost: \$15,000

Source: HUD CDBG funds; NEA
City Spirit grants;
donations from local
foundations or businesses

(c) Maintenance Activities

The unsightly vacant lots and debris in Cleary Square, as well as the presence of numerous empty structures, severely impact the potential and actual shopper's perception of the Square. These conditions, taken with the up-keep required for the two parking lots,



will strain the City's maintenance capabilities. Consequently, a maintenance crew, consisting of ten workers and two supervisors, will be formed. This crew will be supervised and coordinated with other neighborhoods' maintenance needs by the Hyde Park Little City Hall.

Cost: \$175,000

Source: Comprehensive Employment
 and Training Act (CETA)
 Title VI monies; City
 of Boston funds

In addition, a separate maintenance project consisting of 25 part-time high school students and two supervisors will operate out of the Hyde Park Youth Resource Center; its activities will be scheduled out of the Hyde Park Little City Hall.

Cost: \$150,000

Source: Federal New Youth Stimulus
 Legislation funds

(2) Actions

A Neighborhood Cabinet, chaired by the Little City Hall manager and composed of the local supervisory personnel of the City's line departments operating in Hyde Park will be created in the fall of 1978. This body will coordinate and improve City services to area residents and strengthen local-level communication and accountability. The Neighborhood Cabinet will also provide the basic structure for the continued project management of the Hyde Park proposal.

Cost: One Little City Hall Person
 \$12,000

Source: City of Boston funds

In addition the Cabinet may receive a budget of \$50,000 to \$100,000 of City operating funds to use for cooperative ventures between departments or to augment normal city services. Better management of changes (e.g., vacant lot maintenance following demolition) and quick response to problems (e.g., vandalism) will be facilitated by this neighborhood-level decision making group.

c. PHASE II - Marketing Maintenance

Goal: To strengthen the existing market for Cleary Square businesses, while laying the groundwork for eventual market expansion.

Timeframe: January 1, 1978 to July 1, 1979

(1) Investments

(a) Traffic Improvements

By-pass routes will be constructed to separate local Cleary Square traffic from long distance traffic and to provide an additional east-west connection over the Penn Central Mainline. Before the exact locations for these routes can be determined, a traffic engineering feasibility study must be conducted.

Cost:	Study	<u>\$20,000</u>
	Bridge	<u>\$2 million</u>

Source: Federal Highway Administration (FHA) Bridge replacement funds

(b) Enhancement of Walking Market

(i) Elderly Housing Projects

Currently, one elderly housing project is planned for construction within walking distance of Cleary Square, at the Summer Street site located across the railroad tracks from the Square. This proposal recommends that an additional project consisting of 125 units be constructed on the site of the former Allis-Chalmers factory, just south of Cleary Square. These two projects would significantly increase the walking market that is Cleary Square's current mainstay.

Cost:	Summer Street Project
	<u>\$4.5 million</u>

	Allis-Chalmers Project
	<u>\$4.5 million</u>



Source: 236 Assistance through Commonwealth of Massachusetts, Department of Community Affairs; HUD Section 8 subsidy; Massachusetts Housing Finance Agency (MHFA) financing.

(ii) Transportation Terminal/Police Station

A major new commuter rail stop on the Penn Central Mainline is included in present plans for the upgrading of this line; however, while the Massachusetts Bay Transportation Authority (MBTA) Orange Line reconstruction is underway (1978-82), the Midlands Branch Railroad will carry commuter trains. A commitment from the MBTA to provide an interim commuter stop at Cleary Square on the Midlands line is needed to sustain current levels of commuter traffic and support the middle phase of Cleary Square revitalization.

The longer-term plan to replace the River Street commuter rail stop on the Penn Central Mainline following the 1978-82 reconstruction period also requires agreement by the MBTA and City so that planning can be integrated into over-all Cleary Square efforts.

It is recommended that the MBTA and City jointly develop a multi-use transportation terminal for the new stop on the Mainline. This facility would incorporate a bus terminal, rail stop, and automobile parking with a new police station. Construction of this intermodal terminal/police station will physically anchor Cleary Square, enhance activity levels in the Square, and strengthen its role as a transportation node. Combining the terminal with the new District 5 Police Station, scheduled for replacement in the 1980's in the City's capital improvement plans, would integrate police operation needs for parking and circulation and other modernization needs with the transportation-related improvements.

Construction of this facility could be phased, with bus uses completed in the second phase; removal of bus standing and turnabout from the street will substantially aid traffic flow through Cleary Square. The terminal itself would be completed to complement the rail improvements in the third phase of this plan.

Cost: \$ 5 million

Source: Urban Mass Transit
 Authority discretion-
 ary funds; Law
 Enforcement Assistance
 Act (LEAA) discre-
 tionary funds

(iii) Mixed-Use Civic Center

This proposal recommends that a mixed-use Municipal Facility/Civic Center be constructed, incorporating the existing municipal building and library. Such a facility will anchor the eastern side of Cleary Square and increase the walking traffic to support the existing market. The Center will provide:

- Recreational and education space
- Centralized City services (Little City Hall, Housing Improvement Program office, Youth Resource Center)
- A job placement/job training center
- An outdoor amphitheater/forum
- Hearing room

Because the user's needs are flexible, innovative construction can be explored, and an energy conservation plan, using solar or other new technologies, can be tested in the Center.

Cost: \$ 4.5 million



Source: Energy Research
Development Administration
(ERDA) funds; City Local
Public Works funds

(2) Actions

An integral component of PHASE II of this proposal is the creation of a Cleary Square and Industrial Area District Staff. The Staff will identify Small Business Administration (SBA) loans and loan guarantees for use in the Square, drawing on the SBA's Urban Commercial Neighborhood Revitalization program to mass and focus resources. The goals of the Staff will be assistance in relocating businesses from the fringe in the core area, identifying new enterprises for inclusion in the District, advising merchandising market, and policing the process of change. It will be the responsibility of the Staff to:

- Act as project managers for the projects to be funded in both the Hyde Park Industrial Area and in Cleary Square.
- Establish a close working relationship with the various trade and development associations in the area, as well as with individual business persons.
- Develop an outreach/brokerage capability to attract new commercial and industrial activities.
- Develop and act as the research and implementation staff to the Cleary Square Special Purpose District (described below).

The Special District staff will be located in Cleary Square, and be responsible to the Neighborhood Cabinet. The staff will consist of two program managers, one planner, one commercial/industrial liaison, and appropriate support staff.

Cost: \$150,000

Source: Economic Development
Administration (EDA) discretionary funds; HUD
CDBG funds; HUD
discretionary funds.



As mentioned above, the Staff will develop a Cleary Square Special Purpose District, which will incorporate Cleary Square and the Hyde Park industrial area. The District will use zoning and taxation incentives to stimulate the location of businesses and industries in the area; these activities will provide the pilot for a City-wide system of economic and commercial development incentives. The creation of this District will be accomplished in conjunction with the City's current uniform reassessment project.

d. PHASE III - Stabilization and Expansion

Goal: Completion of physical improvements and attraction of major magnet store.

Timeframe: July 1, 1979 to July 1, 1982

(1) Investments

(a) Continuation of certain PHASE II construction investments, to be initiated by July, 1981:

(i) Bypass routes

(ii) Two elderly housing projects

(iii) Mixed-use civic center

(iv) Transportation terminal/police station

(b) Continuation of PHASE II investments, including Neighborhood Cabinet discretionary funds and CETA.

(2) Actions

(a) Continued implementation of Special District through Neighborhood Cabinet and Special District Staff.

(b) Major efforts to attract a magnet store to Cleary Square.

In the short run, efforts must be made to hold and develop the market and to reinforce the Square through public investments; in the long run, the location of the commuter rail stop and construction of other activity-gener-



ating facilities in the Square will significantly enhance its market and assist in securing a magnet retail facility.

By the completion of PHASE III of this plan, revitalization of Cleary Square will be complete; this rejuvenation of Hyde Park's commercial core will bring increased community confidence in the area and will strengthen the surrounding neighborhoods.



Residential Confidence

2. Residential Confidence

a. Major Issues

Since the condition of housing is closely linked to residents' confidence in an area, a clear public policy regarding the Hyde Park housing stock is an integral part of this proposal. When residents lose the feeling that their neighborhood is a good place to live, they become less willing to invest in home improvements. In addition, a decreased income level, such as that associated with Hyde Park's high percentage of unemployed and retired persons, reduces residents' capacity to reinvest in their homes. The resultant deferring of maintenance and repair activities leads to deterioration of the neighborhood housing stock, which is perceived by residents as further evidence of the inevitability of change for the worse.

The Hyde Park housing stock exhibits a number of assets which must be preserved and strengthened. As previously described on page , Hyde Park contains 10,735 dwelling units, 58% of which are owner-occupied. Many inhabitants are long-term, with 65% having lived in the same house for more than five years. In contrast to the older, denser neighborhoods closer to the center of the City, single-family homes, with yards and well-kept gardens, predominate. While a few farmhouses are located on area hills, and shingled Victorian homes are scattered throughout Cleary Square, most of Hyde Park's housing was built in this century, with 16% having been built since 1960. Most clearly in contrast to other Boston neighborhoods, in fact, is the large number of modest, Cape-style homes constructed in the 1950's and 1960's. These structures provide Hyde Park with the asset of easily-maintained, good-condition housing, priced within the reach of many young families. The median price on a sample of typical Hyde Park housing sale in 1976 was \$28,000, substantially lower than that of comparable structures in nearby suburbs.

In addition, indicators available to the City show that investment patterns and housing stock condition in Hyde Park have remained relatively stable over the past several years. A close study of housing sales in 1976 in one section of the neighborhood found no unusual increase in turnover, and a steady, moderate increase in sales values (these values have not risen at the same rate as has the metropolitan average, however.) A 1973 survey showed 11% of the housing in need of repairs costing more than \$1,000, well below the City rate of 30%.

Yet, there are substantial reasons for concern over the Hyde Park housing stock:



(1) Neighborhood Image

Most persons familiar with Hyde Park say that the residents' confidence in the future of the neighborhood is waning, that people who can afford to move out have done so, and that many would move out if they could. Certainly, experience with school desegregation and busing has fed a sense of discouragement about the area, as have evidences of economic decline such as vacant storefronts and empty industrial buildings. Improvement of the neighborhood's "image", as perceived by itself and others, is crucial to residents' confidence in the area and willingness to invest in home improvements.

(2) Availability of Funds for Home Improvements

While, as mentioned above, a 1973 survey showed only 11% of the Hyde Park housing stock in need of repairs costing more than \$1,000, deterioration was significant enough to warrant, in 1974, the initiation in the area of a Housing Improvement Program (HIP). Since that time approximately 1,120 homeowners have utilized this program; an estimated 80% of home improvement activities have been financed by property-owners' savings, and the average rebate, under the 20% rebate on total investment plan, has been \$440. The opening of a HIP office in Cleary Square last year, and the beginning of a 50% rebate program for the elderly in July, 1977, show signs of further increasing residents' rate of participation in the HIP.

Yet to date, only 11% of the 30% of all neighborhood structures targeted for improvement under the program have been rehabilitated, and overall participation in the program is somewhat lower than in the adjacent neighborhoods of Roslindale and West Roxbury. Residents' investment in home maintenance and repair has been deterred by the level of income problems affecting Hyde Park's unemployed and retired populations. The tendency of inhabitants to utilize savings to finance improvements and the unavailability of easily-obtainable bank financing when it is desired have also slowed home improvement investments. Finally, additional funding for the Housing Improvement Program is needed to uphold a standard of maintenance more easily met in more affluent times.



(3) Changing Age Structure of the Community

The changing age structure of the community also suggests reasons for concern about the housing stock. The average age of heads of household is increasing. Twenty-eight percent of the households are headed by persons over the age of 65, and the number of single-person households is increasing. While it is difficult to find current data on the age of property-owners, as distinct from renters, widespread homeownership in Hyde Park makes it reasonable to assume that their age characteristics resemble those of the community as a whole. This age bulge means that large numbers of houses will be offered for sale in the next few years as their retired owners seek cheaper or more easily maintained housing. The possibility of substantial turnover in homeowners suggests the need for a coordinated program to maintain the physical condition of the stock and the characteristics of a desirable residential area.

(4) Demand for Elderly Housing/Deterioration of Public Housing Project

Demand for elderly housing in Hyde Park well exceeds current and projected supply of such units. About 22% of the neighborhood's residents over the age of 55 are enrolled on waiting lists for nearby public housing.

The Fairmount public housing project, a 302-unit, wood-and-brick family development built in 1952 on the City line near Milton, has visible external deterioration and maintenance problems.

To deal with these concerns, this proposal for Hyde Park aims to encourage the maintenance of property through steady private reinvestment by:

- Encouraging present homeowner investment in housing stock to maintain or upgrade its quality.
- Encouraging long-term residents to stay in their homes as long as financially and physically possible. With an extended period of self-sufficiency for residents in existing structures the sudden demand for more costly subsidized housing can be reduced.
- Encouraging a strong demand for homes coming on the market.



- Supporting replacement buyers' interest in and capacity for home maintenance.
- Building replacement housing for the elderly, choosing sites which reinforce other community goals and concerns, e.g., reinforcement of the commercial area. Encouraging design which allows provision of support services, in order to extend self-sufficiency in elderly housing.
- Maintaining City services and residential amenities which support the neighborhood's desirable characteristics.

To achieve these goals, the Hyde Park proposal recommends image improvement activities and the extension of financial and technical assistance programs, built on existing City programs and neighborhood staff, to deal with the particular concerns identified. In addition, new programs, such as energy conservation programs, are suggested to alleviate some of the costs of homeownership, thereby freeing money for property-owner reinvestments.

b. Neighborhood Marketing/Image Improvement Program

This plan recommends that efforts be made in conjunction with neighborhood groups now engaged in "image improvement" to support and encourage activities that will reaffirm the positive qualities of Hyde Park. Some of these activities would focus on the residents' knowledge of their neighborhood and its resources; others would seek to convey to the potential home buyer that Hyde Park is a good area in which to live.

Through an Innovative Projects Grant from HUD, the Parkman Center for Urban Affairs has worked with City district planning staff assigned to two Boston neighborhoods to focus on the replacement process as a key element of area housing markets. Working closely with area residents, this project team has established on-going contact with real estate brokers, bankers, and appraisers; a major goal of this contact has been to counter negative images of the City neighborhoods by establishing a suburban-City referral network and by generally increasing the circulation of information about the areas. Simultaneously, the project team, spurred by residents' interest, has produced public information for the media to increase general awareness of the good qualities of the neighborhoods.

This proposal suggests that the above-described program be similarly applied to the Hyde Park neighborhood. The specific project activities would be defined

by the groups and individuals participating in the process of their development. Themes about Hyde Park's values and assets will be drawn from the residents' perceptions and beliefs. Activities might include:

- Publications for distribution in the community, to the media, and through real estate channels about the neighborhood's history, physical assets, and resources.
- Neighborhood events such as street fairs, sponsored by neighborhood associations. Many of these associations are new and "getting to know the neighbors" is an integral part of their activities.
- A "welcome function" to introduce new homeowners to the community and its resources.
- Special events for bankers, brokers, and appraisers that give them first-hand information about the neighborhood. Tours or a presentation could be offered by neighborhood groups.
- Identification of some benefit, possibly with a small cash value, that could be made available to all new homeowners on a one-time only basis (e.g., enough paint for an exterior repainting, free yard work for a period of time from the neighborhood conservation corps).

c. Extension and Strengthening of the Housing Improvement Program

The Housing Improvement Program's current annual allocation of \$225,000 does not provide adequate funds for making the improvements required in all the targeted structures. An increase by 50% in this allocation would allow for a speeded-up schedule of rehabilitation activities, making their impact more complete and readily visible. These positive evidences would foster greater resident participation in HIP. In addition, a special financing arrangement should be worked out with the local banks (particularly the key mortgage holders) to guarantee that financing for the HIP loans is easily obtainable by residents.

This proposal recommends that a new extension service be developed in conjunction with the neighborhood image improvement program and prepare materials for use by community residents in welcoming new neighbors; the materials would include information about the community's available housing resources. Such information could be accompanied by a new homeowners seminar series held

at the community school or in the municipal building, which would outline the ways to make key improvements in newly-purchased homes. Crucial to the success of these efforts is that the information offered be related to what people want to know, and that the City's presence be low-keyed and supportive of the local groups' efforts.

d. HIP/Technical Assistance for the Elderly

As previously mentioned, an increase of the HIP rebate on investment to 50% is being made for the elderly. This larger rebate should be accompanied by supportive technical assistance in making home improvements. Listings of Hyde Park-based skilled construction/repair workers should be made available to elderly homeowners. Also, HIP workers can utilize various youth employment programs, such as Rent-A-Kid (funded through CETA Title I funds) which offers home and yard maintenance assistance. Labor for certain yard tasks could be provided free-of-charge to Hyde Park residents who find it difficult to perform such maintenance activities.

e. Construction of Elderly Housing

The area demand for elderly housing, well in excess of the current and projected supply, may be slowed through a policy of additional housing aid. Intensifying the City's Commission on the Affairs of the Elderly's current efforts to use outreach workers who encourage full use of available benefits (e.g., Supplemental Security Income and transportation benefits) would complement the above-described housing policy. These efforts would be financed through use of CETA Title VI funds.

While demand for elderly housing may thus be slowed, it is clear that new housing for that population segment is necessary. The 150-unit Summer Street complex, now under design, will be constructed on a site near Cleary Square in 1978. This proposal recommends that at least 300 additional elderly housing units be developed, and that at least half of these units be located on a site near Cleary Square, such as the vacant Allis-Chalmers site. These facilities should house services regularly needed by elderly persons, with particular emphasis on health services which could be managed by the local health unit, such as hypertension checks.

A plan to combine elderly housing with an expanded George White Health Center will be explored for the Allis-Chalmers site. Such a combination could extend the period of self-sufficiency for the elderly apartment-dweller or supply a congregate housing development with supportive health services.



f. Rehabilitation of the Public Housing Project

In contrast to the surrounding well-maintained private homes, Hyde Park's 302-unit Fairmount public housing development exhibits external deterioration and up-keep problems.

A first-phase modernization allocation of \$275,000 has been made by the Boston Housing Authority. This proposal recommends continued programming of modernization funds to upgrade the Fairmount development and to minimize its negative impact on the surrounding area. Second-phase modernization should focus on the institution of energy-related improvements; these improvements would be accomplished through a contract with the locally-based energy enterprise described below.

Physical maintenance activities should be sustained and possibly supported by youth work programs. In addition, recreational and other youth-oriented programs should be focused in this area, because of its relatively high concentration of adolescents and its distance from more central facilities.

g. Energy Conservation Program

An energy-saving home improvements program which will encourage and support private conservation activities should be developed for Hyde Park. These energy improvements will substantially cut home heating costs and provide residents with eligibility for tax credits.

In conjunction with a similar program planned for Blue Hill Avenue, Hyde Park would be a pilot area for an intensive effort involving the winterization of homes through a vehicle which would capture the job benefits for neighborhood residents. Newly-created, but possibly affiliated with a community-based group, this energy firm would work with the HIP staff to extend the number of energy audits (involve a calculation of the cost and benefits of energy-related home improvements) performed. The firm will then contract with property-owners to carry out winterization activities. Start-up costs for this venture will be funded through use of CETA-supported positions; a mix of jobs will be developed for low-skilled workers and for unemployed or retired skilled tradesmen. A market for the improvements will be "guaranteed" in the initial stages by contracts for work on public projects and through close association with the Housing Improvement Program, which provides rebates for the institution of energy conservation measures. Emphasis would be placed on elements which have a payback in savings of under four years. Analysis demonstrates that it is cost-effective to winterize almost

any housing type built prior to 1960; to some extent, such a program will self-select and target areas merged in the older sections of Hyde Park. Yet cost-saving energy improvements can also be instituted in many structures built after 1960. Winterization elements to be emphasized in all structures include insulation for attics, basements, and walls; storm windows, weatherstripping and caulking; boiler tune-ups, installation of solar, gas, or electric hot water heat; solar-panelled siding; and, energy utilization and appliance purchasing patterns.

It is expected that there will be sufficient demand in Hyde Park and other areas to put this enterprise on a self-sustaining basis, and that public assistance will be limited to the first year of operation. Later stages of development could include production of winterization materials, assisted in part by use of low-cost space in an incubator building in the Readville area.

h. An Approach to Racial Transition

Allegations of blockbusting in the northeast section of Hyde Park were a focus of community meetings in summer, 1976. Public actions to deal with these allegations were low-key and prompt, involving communication among several levels of government, realtors, and residents. The City followed blockbusting allegations with a close survey of the rate of sale and sale prices in the area, as compared with previous levels. Carried out by the City's district planning staff, the study confirmed the steady modest increase in property values and the apparent replacement of older homeowners by young families with children; no evidence was offered that necessitated public intervention. The present situation is calm, with no known instances of panic selling or illegal real estate practices.

While it is difficult to accurately measure population changes that have occurred in Hyde Park in 1977, available indicators suggest an increase of from less than 1% Black population in 1970 to between 5-8% currently. The single-and two-family home area in which this change has occurred provides a good environment for families with young children. Both home maintenance and public services appear to be operating at steady levels.

Boston's earlier experiences with racial transition suggest that the replacement process can be orderly, with sellers retaining their equity and buyers getting a good value with promise of increase. Yet the unpredictable consequences of major intervention in the transition process encourage the City to: (1) focus its involvement in a changing area such as Hyde Park on those types of housing assistance that support home main-



tenance; and (2) attempt to maintain a good or above-average level of services. The capacity to monitor change in order to intervene in a low-key fashion where there are signs of irregular housing activity is important. This capacity is maintained through the community-based Little City Hall and Housing Improvement Program.

Youth Development

3. Youth Development

a. Major Issues

Community leaders and residents identify serious problems with Hyde Park's young people that threaten the future of the neighborhood. Inhabitants cite various examples of youth problems: groups of teenagers, hanging out in Cleary Square, appearing disruptive and threatening; visible drug and alcohol abuse among younger teenagers; and confrontations between groups of young people.

These problems and their immediate consequences for the use of public areas, feelings of personal safety, and racial tolerance are serious. Youth problems, an important aspect of a community's perception of its own well-being and confidence in its future, have not been given sufficient weight in traditional community development strategies.

Those who work with youth in Hyde Park emphasize that limited education and job opportunities contribute heavily to misbehavior. The familiar school and job paths have been altered by events much larger than the neighborhood itself -- school desegregation and economic slowdown and unemployment -- and opportunities for resident youth have been curtailed.

(1) School Desegregation

The young people in Hyde Park were among those individuals most directly affected by the court-ordered desegregation process. They are the first generation of Bostonians to be educated in fully integrated schools. As a part of this major social change, their school days were marked by national attention, administrative confusion, and widespread public concern about their safety. In this community, already greatly threatened by economic pressures, public support for school integration through busing was limited. Sporadic confrontations and violence in the school resulted in over 100 separate calls for police assistance during each of the 180-day school years, 1974-75 and 1975-76, and the school was shut down twice while order was restored.

These changes took place in a school that has always been viewed as "second best." Hyde Park's best students went to Latin or English High Schools, City-wide schools with admission based on competi-

tive examination. While proud of its traditions, Hyde Park High, unaccustomed to educational or social change, was unprepared for a major alteration in its student population.

Calm and order have returned to the school in the past year. While it is difficult to assess the impact of this three-year history of school desegregation on the skills or aspirations of Hyde Park youth, facts about their educational environment suggest that a price has been paid:

- A high percentage of young people boycotted school for extended periods of time or dropped out.
- An average school day, shortened to confine problems, remains only 4-4½ hours.
- Extracurricular activities, eliminated in 1974-75 and 1975-76, have been only partially restored.
- Absenteeism is high enough to be considered a major problem.

(2) Economic Slowdown and Unemployment

Employment opportunities are also described as a problem by those familiar with neighborhood youth. The absence of jobs for teenagers was cited by a City-wide advisory group, the Mayor's Committee on Boston, as the principal underlying cause of continued sporadic violence in the schools and neighborhoods. Hyde Park observations support this conclusion. The school dropout can't get a job or, if lucky, does piecework at a local factory, a deadend, low-paying job. While 75% of the area's high school graduates seek work after graduation, the graduate has a narrow view of possible career choices and restricted access to hiring systems. The limited and traditional vocational training offered may result in the preparation of students for jobs in a trade where high unemployment continues. The young adult who left high school in the midst of the turmoil over "forced busing" and who has never held a full-time job is the newest and most disturbing of the unemployed. In a working-class community, whose values so clearly state that a skill and hard work will buy security, this joblessness produces anger and a deep pessimism about the future.



The ways in which teenage misbehavior affects a neighborhood is a recurrent subject in the literature of urban social planning. A recent seminar at the City's Parkman Center for Urban Affairs raised this subject once again, in the context of neighborhood preservation strategies. A group of judges, youth workers, police, neighborhood leaders, and academic experts, reviewing the changing national programs to combat delinquency, agreed that no one of these strategies had provided a solution for youth problems. There was agreement that a mix of programs and public actions, most of them traditional, a few innovative, can make a difference; that while youth on street corners may be a permanent part of the urban scene, their negative impact on neighborhood life can be limited. Increased police protection will deter vandalism in the shopping centers. Jobs will cut down on the number of teenagers spending long days in playgrounds, drinking. Recreation programs will bring younger people together in positive settings. Building neighborhood organizations' ability to attract new outside resources will expand opportunities for youth to make money, learn, and have fun.

Hyde Park's resources to deal with the problems of teenagers are the traditional ones -- churches, schools, recreation workers, and youth organizations such as the Scouts; all are relatively unaccustomed to adapting to changed social circumstances or to new opportunities from outside the community. The few public and social agency personnel feel that outdated images of Hyde Park held "downtown" limit the availability of support and resources.

The community's youth-oriented resources include:

- Hyde Park High School:

With about 1,800 students, grades 9-12, the school is now 60% white and 40% black. The white students are all from Hyde Park, and the Blacks are from several Roxbury and Dorchester neighborhoods. The Hyde Park High School is an older structure. It has not undergone any recent physical alterations, nor has there been significant curriculum changes or developments. The school's vocational focus is on the metal trades.

- School Partnerships:

As part of the second-year court plan for school desegregation, to outline business-university-high school cooperation, Stonehill College and the First

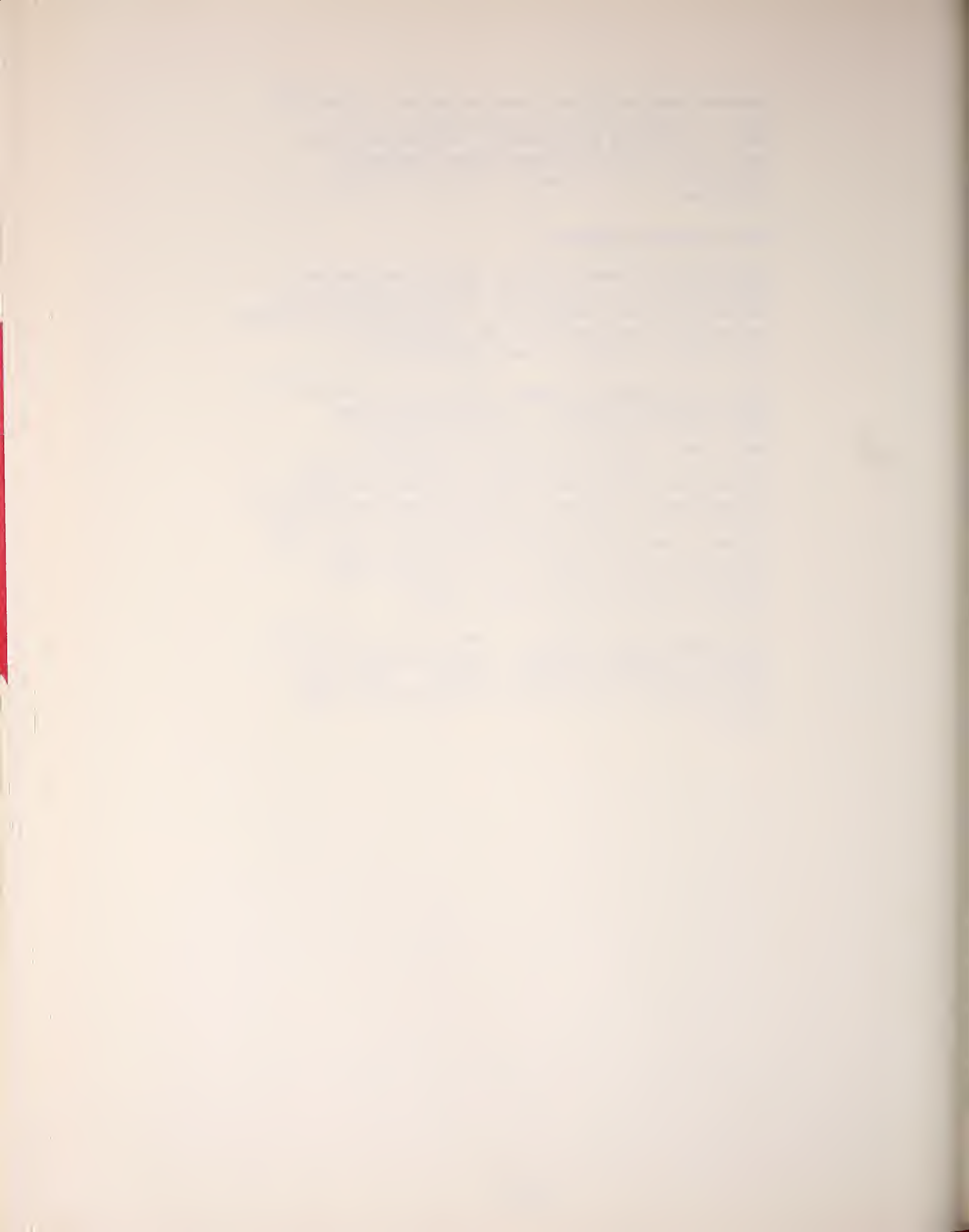
National Bank of Boston were paired with Hyde Park High. These institutions participate in a local group of parents and teachers, the CEDAC, and work with a City-wide organization overseeing the pairings, the Trilateral Council for Quality Education.

- Youth Services Agencies:

The YMCA in Cleary Square, has not had the resources to play a central role in the community and has recently lost membership. Its programs are largely recreational; the structure, the oldest of all of the YMCA's in Boston, needs improvements.

The Youth Resources Center (YRC), operated by the City of Boston as part of its Youth Activities Commission, is part of a City-wide network of small, multi-service, delinquency prevention units. With limited resources, the YRC provides counselling, crisis intervention, job referrals (e.g., to the Summer Program to Employ Disadvantaged Youth (SPEDY)), and educational placements, and sustains a bi-racial youth-worker team in the high school. The Center also participates in a City-wide juvenile justice-diversion program, with a liaison worker located in the District 5 Police Station.

The People's Task Force, a small agency, works with severely troubled teenagers, many of whom are involved in the juvenile justice system. One of its youth workers is stationed in the Hyde Park High School.



- Other Community Agencies:

Southwest Boston Community Services, a multi-service and planning agency for the southern section of the City, is seeking funds to initiate a vocational development program serving three neighborhoods: Hyde Park, West Roxbury, and Roslindale.

The Hyde Park Information Center, a community group originating as part of the anti-busing movement, is seeking substantial funding from CDBG or another source to run a multi-faceted youth program.

Ohrenberger Community School, a new elementary-grade community school, is located on the extreme western boundary of Hyde Park. While it offers a good mix of recreational and cultural programs for young people, its use by Hyde Park residents is limited because of its location.

Parks and Recreation activities, organized at play grounds and ball fields, are an important resource; however, these programs lack neighborhood-level coordination.

In addition, informal groups, such as an affiliation of clergy, educators and businesspeople, have indicated their concern and interest in participating in efforts to deal with youth problems.

This proposal's comprehensive youth development program for Hyde Park would strengthen these community groups and institutions in their current efforts, while building a shared capacity to reach outside the community for new resources and opportunities. The thrust of this program would be to extend education, job, and training opportunities to neighborhood youth. It would also seek a variety of new programs and services for recreation, counselling and other assistance. The proposal's strategy would attempt to build strong links between jobs and school, to provide additional or compensatory opportunities for learning, and to offer equal access to resources for both black and white young people in Hyde Park.

The recommended comprehensive approach would have the following elements:

- A stronger, more visible Youth Resources Center
- A coordinated youth development staff team



- New job programs and services
- Expanded recreational programs

The total budget required for the programs described in detail below would be, at the least, approximately \$500,000. Minimum funding, to secure job-related staff for the YRC and to provide additional jobs in the community, is \$100,000. In addition, one of the goals of this plan's strategy is to build the community capacity to develop new ideas, to cast them in a proposal, and to seek funding from a variety of public and private sources. If successful, the effort would tap not only Department of Labor youth employment funds, but also the LEAA-Office of Juvenile Justice and Delinquency Prevention, the National Institute of Drug Abuse and the National Institute of Alcohol Abuse and Addiction, the Department of Health, Education and Welfare's Education and Vocational Education Offices, Governor's Discretionary funding from the Department of Labor, and many others. Local matching shares from Boston foundations, businesses, and social and cultural institutions would supplement the City's effort.

b. Strengthening of the Youth Resources Center

The YRC, relocated to a better location in Cleary Square, would serve as a point of contact for the recruitment and placement of youth for current and future job programs. While the YRC now recruits from Hyde Park for SPEDY, there is presently no other youth job capacity in the community.

This Center, which can move beyond the youth services bureau concept, has the capacity to integrate diversion employment programs and access to the school. The YRC will plan an active role in organizing and catalyzing community interest in securing new resources and coordinating existing activities for youth.

c. A Coordinated Youth Development Staff Team

Housed in the YRC, but possibly drawn from other agencies, this team would include:

- a community organizer, to help coordinate and focus the efforts of groups and agencies interested in youth problems;
- a vocational counselor, who would work exclusively with older youth, 18-22, to find training and job opportunities in the manpower services system and private institutions;



- a vocational counselor for high school students, to support the in-school job and summer work programs;
- a business coordinator, to work with the business partner and to develop opportunities for jobs and other programs through the pairing network;
- a job developer to seek a specified number of jobs, at certain periods of time, both in community and in downtown businesses. This job developer would work closely with the Special Business District staff described in the Cleary Square section, and could use stipends or on-the-job training assistance to facilitate job placements.

Such a staff could be financed from a combination of sources, including CETA Title VI, the 1977 Youth Employment legislation, and local foundations.

d. New Job Programs and Services

New job program and services, which can be housed in existing facilities, such as the YMCA, municipal building or community school, might include:

- A career exploration or "world of work" program (an introduction to the working environment) for high school students. The successful program of the Boys' Club of Boston in other areas of the City could be replicated in Hyde Park, and be jointly sponsored by the YMCA.
- Vocational and educational enrichment, initiated by the university and business partners, would be strengthened by modest funding and improved coordination with cultural institutions. Such a program would be a source of internships, career exploration, and new resources for use in the school itself.
- Jobs for Youth could locate its second Boston unit in Hyde Park. Through its intensive job development activities and ongoing involvement with the youth it places, this group has successfully located many young people in entry-level positions in smaller businesses.
- New training programs for the 18-22-year-olds in new or growing professions, such as the allied health professions, could be developed as a flexible satellite for programs now run by local colleges and housed in the community school. A

complete information and referral capacity to other community college and alternative school programs, to be available through the YRC, would support these locally-operated training programs.

- A Hyde Park Youth Conservation Corps. A corps of 20-25 people would be drawn from Hyde Park High School students to work on projects identified by the community. The Little City Hall would develop a work program from its meetings and records of complaints. This schedule for part-time in-school work, and full-time summer work should support a variety of community activities identified elsewhere in this proposal. The Corps members would provide assistance in maintenance of sections of Cleary Square and in cosmetic improvements in abandoned store windows; assistance to the HIP in providing maintenance services to elderly homeowners; outreach assistance for the health center; and, special summer park maintenance, focusing on the playing fields. The Youth Conservation Corps program would have the potential to accommodate youth referred from the court or police, and it would be supported by counselling and information and referral services at the YRC.

e. Expansion of Recreational Programs

Providers of recreational activities would be supported by the City, with CETA Title VI slots being used wherever possible to extend programming and activity levels. Businesses and City personnel (such as the police) would be encouraged to take a more active role in community youth activities through donations of time or money. Proposal and fund-raising assistance could be offered by the YRC, using staff provided by CETA funds.

The YMCA would be a focal point for upgraded recreational programs, and particular attention would be paid to supplementing its staff and assisting with physical improvements (some work assisted by CDBG funds is scheduled for this year).

Recreation programs drawing from areas of racial transition or at playgrounds should be fully staffed and funded, with special staff provided as necessary.



Economic Development

4. Economic Development

a. Major Issues

Manufacturing activity has always been an integral part of Hyde Park and an element of the local economy. From the area's beginnings in the milling industry to its current mix of predominantly metal and machine-related manufacturing, Hyde Park has provided a job base of value to the City as a whole and a tax yield important to the City's annual income.

Hyde Park possesses certain advantages to industrial development. Because of its proximity to interstate highway travel nodes, it offers a prime location for industrial firms. The area is well serviced by rail connection, particularly with respect to freight. Truck access to Hyde Park is only hampered by the fact that the community is virtually surrounded by a bridge network in need of reconstruction. Finally, the skill mix of Hyde Park's labor force is compatible with the local industrial focus on metal-related trades.

Despite these factors, the economic climate in this area has been, and remains to be clouded. The approximately 7,000 job opportunities in Hyde Park identified by 1970 census have decreased by 900. Several manufacturing firms have closed or relocated. Replacements for these industrial activities have become more and more scarce, and, when secured, have often consisted of far less intense manufacturing uses providing significantly fewer employment opportunities.

There are various reasons for the area's economic decline. Like the other industrial centers of older, New England towns, the area has been the victim of structural shifts in the economy and of the relocation of paper and textile firms to the South. The area benefitted little from the technology boom which sparked development along Route 128, and was largely bypassed by redevelopment and public investment because of its distance from the City's core. Manufacturing activities have faced increasing competition from suburban industrial parks, which offer superior truck access to major highways and lower-cost land. Hyde Park's industrial structures are old, many in need of substantial renovation to accommodate new uses or expansion.

A revitalization of this industrial area would have regional impacts, with benefits neither confined to Hyde Park, nor sufficient in themselves to spur neighborhood regeneration. Yet such a revitalization would directly affect the neighborhood by securing jobs for residents and by fostering economic activities that would generate

employee spending and business subcontracting in the area. The development of Hyde Park's industrial area, while not solving the area's underemployment and unemployment problems, will hold and develop precisely the kind of jobs most needed in the City, the jobs that have been lost in the long-term structural changes in the economy of the region.

b. General Industrial Public Policy Recommendations

The City of Boston must commit its resources and those of the state and federal government to maintain the current industrial job base which is critical to its economic health. Furthermore, it must encourage existing businesses to expand plant and capital equipment investments. New industry will not be attracted to Hyde Park until it is demonstrated that the economic climate of this region can be improved.

The City presently has two mechanisms which can be utilized to lower the costs of business in Hyde Park, thus stemming the loss of jobs: (1) municipal bond issue capacity via Industrial Development Finance Authority (IDFA); and, (2) M.G.L.A. Chapter 121B, which provides for an industrial tax incentive subsidy. These two tools to reduce costs and to increase industrial competitiveness have not been widely employed in the past; maximization of these mechanisms is now needed.

(1) Municipal Bond Issue Capacity via IDFA

The City's Economic Development and Industrial Commission (EDIC) can issue bonds through IDFA at comparatively low interest rates to plants needing capital investment for construction and/or purchase of equipment. Providing these firms with reduced financing decreases their net overhead, offsetting the impact of higher taxes and other negative structural or locational factors.

(2) Chapter 121B Industrial Tax Incentive Subsidy

Massachusetts General Laws, Chapter 121B, an industrial tax subsidy, may be employed alone or together with the EDIC/IDFA mechanism to induce new and potentially expanding firms to locate in Hyde Park. According to industrial brokers, taxes are a major locational consideration; determining a favorable tax structure, and thereby reducing the unpredictable factors normally associated with the City's tax rate, will facilitate the attraction of new industry to the area.

An excellent starting place in Hyde Park for use of Chapter 121B and/or IDFA would be the former DeLaval Separator Building, which contains 85,000 square feet and 5.8 acres of land. Nordblom Company, the exclusive agent for this building that has been on the market for over six months, has not been able to generate private interest for reasons cited above.

(3) Technical Development Corporation Funding

Technical Development Corporation funding is another underutilized tool for assisting industry in its overall operation. Money from this source can be used to assist firms which need to retool their equipment in order to increase productivity and improve their competitive edge. EDIC can co-ordinate the process of securing this funding source for individual firms.

c. Specific Public/Private Actions

(1) Industrial Brokerage Firm

As the City's EDIC does not have adequate staffing capacity to provide this area with the attention necessary to effect a reversal in its deteriorating economic climate, this proposal recommends that the City engage the services of an experienced industrial brokerage firm to exclusively market Hyde Park's industrial property. Such a firm, which would be paid on the basis of a finder's fee or per diem rate by the City through the allocation of federal monies (e.g., EDA Title XI funds), would provide a direct, daily link with the private investment sector and would be responsible for aggressively marketing the Hyde Park industrial area.

(2) Industrial Liaison

To assure the successful integration of private industry's needs with the public sector's responses to those needs, the City should establish a permanent, full-time liaison between the industrial brokerage firm, private industry in Hyde Park, and appropriate City-line departments. The liaison capacity could be satisfied through full-time employment of a professional economic development specialist working out of EDIC to monitor industrial activity in Hyde Park. This person should work in concert with a similar effort in the commercial sector to ensure that the private investment climate is significantly improved through aggressive market-



ing and full utilization of public and private development tools (e.g., SBA, EDA, CDBG). The combined efforts of a private brokerage firm and a strong liaison staff will enable the City to develop the permanent capacity to monitor industrial activity and to effectively manage industrial growth. This capacity is necessary to prevent further erosion of the industrial job base in Hyde Park.

(3) Local Development Corporation

Current provisions of the SBA and EDA programs call for the creation of a Local Development Corporation (LDC) as the primary mechanism for disseminating loans and/or guarantees to private industry. This proposal recommends the formation of such a legal entity to facilitate efficient utilization of these programs as industrial needs arise. Presently, in the City of Boston, there have been no applications to EDA for loan guarantees for working capital or mortgage financing; nor have the SBA loan programs been pursued to the maximum intended use.

By establishing an LDC the City would take a definitive step toward decreasing the formal obstacles to achieving industrial development via SBA/EDA program applications. Furthermore, it is also suggested that the City take a leading role in establishing a revolving loan program to provide the proprietor's 10% share needed in all SBA/EDA financing programs. By providing such monies to firms via LDCs, the City will reduce private risks and facilitate maximum use of these funding mechanisms to significantly improve the investment climate in Hyde Park. It is recommended that the City take immediate legal action to implement the above recommendations.

(4) Low-Cost Incubator Space

As it will take a significant period of time for Boston to reverse its reputation as a negative investment market, the problem of securing replacement buyers and tenants for industrial properties in Hyde Park will not be resolved in the immediate future. In the interim, this proposal strongly recommends that the City develop a program to provide low-cost incubator space for new enterprises in Hyde Park and to encourage occupancy of industrial space wherever possible.



The success of incubator-type industries in Hyde Park will be contingent upon adequate distribution of products and evidence of profitability margins. The diversity of Hyde Park's residential stock and the abundance of a low-skilled labor force indicates a correlation between industrial, residential, and manpower policies that will facilitate industrial growth, neighborhood stabilization, and income enhancement.

One specific example of how these goals can be jointly achieved is the establishment of an energy conservation program in Hyde Park. Such a program would call for:

- (a) Development of home insulation businesses in low-cost incubator space in vacant buildings; these enterprises would produce cellulose and manufacture solar energy-related equipment.
- (b) Utilization of CETA Title VI crews to reduce costs of energy audits and installation of insulation and solar energy applications.
- (c) Public sector initial guarantee of market via City's Housing Improvement Program rebates for energy reduction/conservation improvements. The potential exists for the development of an Energy Conservation Demonstration Program at Fairmount Public Housing through use of Community Development modernization funds for exterior renovations, budgeted at \$275,000 under Year III CDBG allocation.

This example of coordination of City, federal, and private programs would ultimately increase the value of residential stock, while providing a positive climate for new industry to grow to self-sufficiency and employment opportunities in which low-skilled youth can improve their future employment marketability.

(5) Industrial Redevelopment Designation

If the City of Boston is to significantly increase the competitive posture for industrial activities in Hyde Park, a comprehensive economic development program will be needed which cannot be achieved through existing City resources alone. This proposal recommends, therefore, that the City make application to EDA for the designation of Hyde Park as an economic redevelopment area. Such an

identification would enable the City to reverse the area's present pattern of deterioration in industrial activity and achieve a more permanent economic revitalization in Hyde Park.

d. Readville Yards

(1) Option 1: Location of a Major Rail Facility

The Readville Yard site is under negotiation with Amtrak and the Federal Railroad Administration (FRA) as the potential location of a heavy rail repair facility. Although Boston was considered in the early stages of the consultants' review, the Readville site was not included in any previous analysis. This omission was brought to the attention of the FRA and the Massachusetts Congressional delegation. The City has since been assured that the FRA will make a full review of the Hyde Park site and evaluate the Yards for the rail re-use facility; such an assessment is now underway. The consulting firm of DeLeuw, Cather, Parsons, under contract with the FRA, is reviewing the Readville site as part of an analysis that includes Wilmington, Philadelphia, Washington, and New York sites.

The current railroad ownership and the presence of suitable structures and track in the Yards suggest that rail-related reuse would require minimal initial investment. The Yards abut unused, privately-owned acreage, which could be purchased for expansion to the full capacity use projected by Amtrak. The City would expect to reconstruct the access road to the site, which is in poor condition; the engineering design should begin immediately so that construction of the road can be completed to coincide with the anticipated opening of the repair facility. An analysis of the utility lines, i.e., water and sewer, which service this site will also be made at this time to determine if improvements are needed. The Readville site is only eight miles from the Amtrak terminal. Dead-headings of trains is minimized at this location, as compared with the 80-mile distances between terminals and other proposed repair sites.

The proposed facility would be a new one for Amtrak. By providing scheduled heavy maintenance it would back up five medium repair facilities which deal with routine repair. A new computerized scheduling capacity would be developed as part of the heavy repair facility, substantially upgrading Amtrak's maintenance capacity.

This facility would provide between 750 and 1,000 jobs for skilled tradesmen; initial openings for the local labor force would total about 350, with expansion and retirements adding jobs in coming years. Occupational training for these positions would be coordinated on a concentrated basis through the City's Occupational Training Center. The facility would contract for a variety of supplies and repairs with local industrial firms on a needed basis. The City and Hyde Park's rich supply of skilled labor, particularly in the metal trades, and the number and variety of metal and tool shops within a five-mile radius would amply support the facility and offer choices to the employer.

The location of Amtrak's heavy repair facility in Readville is an important goal which Hyde Park and the City of Boston consider essential to economic development. This labor-intensive use of such a large acreage will assure permanent employment opportunities for many residents of Boston's neighborhoods. It will provide a stimulus for commercial revitalization in Cleary Square and will bolster neighborhood confidence by increasing disposable income. The existing industrial firms in Hyde Park will experience an improved economic climate with the location of the repair facility in Readville, which will provide additional contract opportunities for local employees. The economic benefits for Hyde Park and Boston cannot be understated.

(2) Option II: Major Industrial Park

The Readville Yards have historically been underutilized with respect to the intensity of land use. The area contains close to 100 acres, approximately 70 of which are in the City of Boston, and it offers the potential for prime industrial development. The possible rejection by Amtrak of this location for their heavy repair facility should not be construed to mean that development potential has been expended; rather, clear, definitive steps need to be taken to assure that this land will become a tax-producing, industrial park, that provides several hundred jobs to the Boston economy.

Pending a negative decision by Amtrak regarding location of the heavy repair facility, the City of Boston should clearly express to the federal government that it would like this property released by Amtrak for sale. UDAG funds can be used to finance purchase of property by EDIC at fair market value and, if private market does not respond to

resale of the property by EDIC, to write down a cost difference. As a mechanism for marketing the property, EDIC can retain a private consultant to obtain developer interest and coordinate the necessary funding, and, if necessary, permit and license packaging. It may also be determined that a better mechanism would be to authorize an exclusive real estate agent to market the property with EDIC arranging the necessary funding packages, etc. A bond issue for construction financing and Chapter 121B tax agreement may be appropriate.

e. Long-Term Capital Investments

(1) Upgrade Commuter Rail Lines

Any attempt to stabilize and increase employment opportunities for Hyde Park residents must take into consideration the availability of commuter access. The current public transportation system does not make Hyde Park highly accessible to most residents of the City. As previously described, the commuter rail system along the Penn Central Mainline is scheduled to be upgraded between 1978 and 1982. As this line does stop both in Cleary Square and Readville, its improvement will greatly enhance commuter access. The future of the Midlands Branch, however, is by no means assured. It is important to recognize that this line travels through Roxbury, Dorchester, and Mattapan before reaching Hyde Park and could well provide regular, frequent commuter service from these communities to Hyde Park.

The City of Boston, through the use of federal funds, must explore available commuter options to maximize the accessibility of potential employees to job opportunities which might exist in Hyde Park. Industry must be assured that it does have a readily available labor supply, and public transportation improvements in this area are crucial to making such an assurance.

(2) Bridge Reconstruction and Repair

Bridge maintenance and reconstruction is critical to the economic and residential future of Hyde Park, which is unique among neighborhoods in its dependence on bridge access. The condition of railroad bridges throughout the state and region cannot be properly addressed using current funding sources. Congressional attention must be focused on the appropriation of sufficient funds to accelerate the reconstruction schedule for such bridges. In

the absence of Congressional action, administrative remedies must be developed by the Department of Transportation and/or the Department of Commerce. In Hyde Park, the Sprague and West Streets bridge will need reconstruction to maintain standard load-bearing capacity for trailer trucks to accommodate industry's needs.

f. Job Referral/Placement Unit

Efforts to enhance the income of the adult residents of Hyde Park cannot be confined to the community nor dependent on its resources alone. Job creation efforts in the port, in other sections of the City, and throughout the metropolitan area are needed to fully employ the residents of this and other Boston neighborhoods. While particular efforts should be made to connect available labor in Hyde Park with new jobs in the local industrial area, these opportunities will not be sufficient to substantially reduce local unemployment. Further, it is not desirable nor possible to earmark these new jobs for Hyde Park residents to the possible exclusion of other Boston residents.

The key new element in this proposal for the area's adult work is an effective connection with new jobs in the City for which there is a match in skills. Hyde Park's heavy proportion of skilled tradesmen are potentially desirable employees for any new industrial activity in the City. The port development proposal seeks to create precisely the kind of jobs most needed to ameliorate unemployment in this community; the construction activities proposed in other sections similarly offers opportunities for the employment of tradesmen.

One of the simplest ways for the City to capture a higher percentage of the new jobs is to operate an energetic information and referral system to the employers involved in publicly-sponsored development projects. Information could be made available in the community about ongoing or anticipated hiring. The community-based network of Little City Halls should be fed such information by the economic development/manpower unit that oversees new projects. Where possible, negotiations for new facilities should encourage hiring of Boston residents.

A full information and referral capacity to adult education programs and to the existing manpower services network should be developed as an adjunct to the Hyde Park Little City Hall. The City's manpower office should work with a continuing education program, which offers new skills or basic education, to provide a staff person in the Little City Hall who would provide accurate and up-to-date information about the available opportunities.

C. Timeframe

Commercial Revitalization

Efforts to revitalize Cleary Square are now underway and will be continued through 1982. Construction of the Winthrop Street Parking Lot and the Summer Street Elderly Housing Development will proceed in the first phase of revitalization, during 1977-79. Transit development and street/bridge improvements will be carried out during 1978-1982. Extensive commercial marketing efforts should begin in 1979. Short-term cosmetic improvements, e.g., trees, benches, should be completed by fall, 1978, and the store-front improvement program should be underway during spring, 1978, and continue through 1980. The construction of the inter-modal transit/police station should be completed by 1982. New elderly housing construction is not expected to be underway until 1980-82.

Residential Confidence

The Housing Improvement Program is already in operation in Hyde Park; funds for this program and the 50% Elderly Program should be allocated annually during 1978-1982. An Image Improvement Program can be developed and implemented in 1977-78. Modernization of the Fairmount Public Housing Development will begin in fall, 1977, and continue through 1982, with regular maintenance scheduled thereafter. Recreational and local public works improvements should be scheduled throughout 1977-82. The Neighborhood Cabinet will be in operation in winter, 1978, and will continue indefinitely. Energy retrofit for the area's housing stock should be underway by fall, 1978, and continue through 1982.

Youth

Current youth programs should continue to be funded, with new program development to proceed immediately. The Youth Resources Center will be relocated and its services expanded during 1978-82. Job referral and job development programs should be designed for early implementation (1978-79) and continue through 1982. A Youth Conservation Corps should be created (1978) and operate indefinitely. Efforts to attract private foundation support for youth programs and activities are underway and will continue through 1982.

Industrial Development

Intensive efforts to retain the existing job base and tax yield should begin immediately. Negotiations presently underway for development of the Readville Yards should be finalized this fall so that actual construction and permanent employment can be realized by 1979. An industrial broker should be retained in the fall of 1977, and a Local Development Corporation formed by spring,

1978. Designation of Hyde Park as an Economic Redevelopment Area should be formalized by spring, 1978, so that EDA assistance can be made available to industries in Hyde Park. Industrial development tools should be made available as needs arise during 1977-82. Reconstruction of the Sprague Street Bridge should be completed by 1980, with reconstruction of the West Street Bridge scheduled for 1982. Milton Street Bridge reconstruction is underway and will be completed in March, 1978. The access road into the Readville Yards should be scheduled for reconstruction during spring-fall, 1978.

IV.
CONCLUSION

IV. CONCLUSION

This proposal for Hyde Park offers a preventive approach to neighborhood deterioration. It recommends an integration of federal, City, and private investments and actions that will preserve Hyde Park's existing strengths, respond to early signs of distress, and develop a local capacity to manage the impact of changes within the neighborhood. The proposed programs will:

- Revitalize the neighborhood's commercial core, Cleary Square. Physical improvement and marketing activities will develop a more favorable climate for commercial enterprises in the Square. Revitalization of Cleary Square will significantly enhance Hyde Park residents' confidence in their community.
- Preserve and strengthen the neighborhood housing stock through an image improvement program and various other activities that will increase property owners' capacity to invest in home maintenance and repairs. These efforts will support residents' feeling that Hyde Park is a nice place to live.
- Expand and link education, employment, training, and recreational opportunities to neighborhood youth. Achieving this goal will not only improve the potential earning power of area youth, but also enhance the community's perception of its own well-being and confidence in the future.
- Arrest the trend of economic decline in the Hyde Park industrial area and create conditions suitable for expansion of existing, and development of new, firms. Industrial development, while not solving the area's underemployment and unemployment problems, will secure the jobs most needed in the City, the jobs that have been lost in the long-term structural changes in the economy of the region.

A detailed description of the proposal's various program activities, including benefits, costs, funding sources, and timeframe, is provided in the table on pages .

Citizen participation has been a critical component in the development of this proposal. The issues and problems identified in the plan have been brought to the City's attention by local residents at numerous community meetings and in individual conversations with planners and City officials; strategies for addressing these issues will necessitate further refinement and more intensive community participation to achieve the goal of neighborhood preservation in Hyde Park. As the specific projects become more defined and funding opportunities more specific, active community involvement will be sought. Such citizen involvement will support the overall goal of continuing this proposal's neighborhood preservation strategy through community capacity to define problems, organize around common goals, and succeed in securing new resources.

PROGRAM DESCRIPTION

Program Activity	Number of Jobs Created Temp.	Number of Jobs Created Perm.	Other Benefits	Estimated Cost	Potential Funding Source	Timeframe
1. Commercial Revitalization of Cleary Square						
a. Winthrop St. parking lot construction	9	0	Increased park- ing availability	275,000	C.D.B.G.	10/77-7/78
b. Summer St. Housing	146	5	Elderly Housing Units	4.3 million	HUD-Sect. 8	5/77-3/79
c. Special Business Revital- ization Area - operating budget Storefront Improvements		3-5	Improved Commer- cial/industrial climate Modernized Retail Center	40,000/yr. 100,000	EDA/I CDBG(20%) Priv. (80%)	10/77-1982
d. Intensive maintenance program		20	Improved City Ser- vice delivery sys- tems	200,000	CETA 6	10/77-1989
e. Identity/Amenities Program	3-10		Aesthetic Improve- ments to Commer- cial area	15-35,000	CDBG NEA	5/78-10/78
f. 2nd Elderly Housing/health facility	165	5	Improved elderly/ health care faci- lities	4.8 million	HUD/HEW	1980-1983
g. Commuter Stop Midlands (78-82) Parking Lot, Station Provision	3		Continuous Commuter Rail service/Parking	50,000	UMTA Title III	8/78-10/78
h. Mixed use civic center	68	25-30		2 million	Public Works Bill	5/80-10/82
i. Street improvements, Hyde Park Ave. River Street By-Pass Connector	90		Improved transpor- tation access to Cleary Sq./Indus- trial sector	350,000 300,000 1.6 million	Urban Systems Bridge Recon. Public Works	5/77-11/82

PROGRAM DESCRIPTION

Program Activity	Number of Jobs Temp.	Created Perm.	Other Benefits	Estimated Cost	Potential Funding Source	Timeframe
j. Upgraded Commuter Rail Penn Central Mainline	34		Upgraded Commu- Rail service	1 million	UMTA Title III	10/78-12/82
k. Intermodal terminal/ police station	170	15	Efficient Trans- portation center; increased police efficiency	5 million	UMTA/Public Works/LEAA/ City Capital Budget	5/80-10/82
l. Magnet store, 15,000 Sq. feet retail	68	35	Assured long-term commercial revital- ization. Tax yield: 80,000/yr.	2 million	Private Finan- cing	1982-1985

PROGRAM DESCRIPTION

Program Activity	Number of Jobs Created Temp.	Number of Jobs Created Perm.	Other Benefits	Estimated Cost	Potential Funding Source	Timeframe
2. Residential Confidence						
a. Image Improvement		1	Residential confidence	25,000	CDBG	10/77-9/78
b. HIP Extension - 20% rebate 50% Elderly rebate		1	Preservation of housing stock	125,000/yr. 150,000/yr.	CDBG	ongoing-6/82
c. Modernization of Fairmount Public Housing (energy conservation)	50		Rehabilitation of low income housing	1.5 million	HUD/CDBG	9/77-12/82
d. Park/Recreation Improvements Ross Playground Readville Playground Stony Brook Reservation	6 2 68		Increased recreational opportunities	156,000 77,000 2 million	LPW LPW BOR	3/77-10/78
e. Hyde Park High School renovation	50		Improved education facility	1.5 million	HEW/LPW	9/79-6/80
f. Neighborhood Cabinet City Service Delivery	10 3		Improved service delivery	90,000/yr. 50,000/yr.	CETA VI City Oper.	10/77-12/82
g. CDC Energy Conservation/Home Improvements	25		Energy Retrofit to housing stock Youth job training	250,000/yr.	CETA I,II,VI State Energy funds	1/78-12/82
h. Street, Sidewalk/utility	25		Residential Stabilization	750,000/yr.	LPW	1/78-12/82

PROGRAM DESCRIPTION

Program Activity	Number of Jobs Temp.	Created Perm.	Other Benefits	Estimated Cost	Potential Funding Source	Timeframe
3. Youth Development						
a. Relocation and expansion of Youth Resource Center Equipment/Rent/Facility setup	2	5	Needed youth programs	40,000/yr. 250,000/yr.	Federal youth programs	1/78-12/82
b. Jobs Referral Staff		2	Employment Coun- seling job/skill match	100,000/yr.	CETA VI	1/78-1/81
c. Youth Conservation Corps		25 (part time)	Jobs for youth; improved city ser- vices	75,000	Youth Stimulus money	1/78-12/82
d. Pilot Training Program in service industry			Job training oppor- tunities	350,000	CETA I, Voc. Ed., (Youth Stimulus)	1/79-12/82
e. New Job Development Programs			Skilled Job Train- ing	200,000	LEAA/Youth Stimulus/Pri- vate foundation	6/78-12/80
f. Maintenance/Expansion of current recreation programs (Community Schools)		5	Continue Community recreational oppor- tunities	175,000	CDBG/City Operating Budget/CETA	6/77 on



PROGRAM DESCRIPTION

Program Activity	Number of Jobs Created Temp.	Number of Jobs Created Perm.	Other Benefits	Estimated Cost	Potential Funding Source	Timeframe
4. Industrial Area						
a. Sprague/West Street Bridges Design Construction	2 50		Retention/attraction of industry	25,000 2 million	CDBG Special bridge reconst. D.P.W.	10/79-12/82
b. Readville Yards Access Rd.	6		Secure economic development	150,000	Local Public Works Bill	5/78-10/78
c. Readville Yards						
(1) Heavy repair facility site prep/const. operation	50	500-750	1-2 million tax yield	35 million	Amtrak	9/77 -
(2) Industrial Park Acquisition site prep. construction	17 148	600	1.5 million tax yield	800,000 500,000 4.3 million	EDA/title I Private Finan- cing IDFA/121B	1/78-12/82
d. Industrial Broker		1	Industrial develop- ment	25,000/yr.	CDBG	1/78-12/82
e. Local Development Company SBA/EDA - 10% revolving loans			Retain/Expand tax yield	500,000	EDA/SBA	3/78-12/82
f. IDFA/Chapter 121B/T.D.C.		Retention of 6,000 job base	Retention of 1.8 million tax yield		MASS/EDA	1/78-12/82
g. Industrial Redevelopment		Retention of job base	Modernization, Ex- pansion of Indus- trial firms in Hyde Park	undetermined	EDA	6/78 -

THE BOSTON PLAN



Proposal for a
New Neighborhood: Columbia Point



PROPOSAL FOR A NEW NEIGHBORHOOD



COLUMBIA POINT

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I.
OVERVIEW



COLUMBIA POINT

I. OVERVIEW

A. Selection of Target Area

Columbia Point is ready for change. Over the past twenty years, this community has reflected many of the worst problems besetting urban areas across the country. Today, the community reflects not only the problems, but the renewed potential for the creation of a livable and well-planned urban environment as well.

Columbia Point is characterized by its 1504 unit housing project on a 40 acre site, the largest public housing development in New England. The project was considered an innovative physical and social environment when it was completed in 1954. Since that time, it has become evident that the high densities and high-rise buildings located on a mass of asphalt are both an urban planning and housing tenants' nightmare. The housing project now stands with over 66% of its units empty.

The one commercial district adjacent to the project, Bayside Mall, serves as a barometer for indicating the declining state of the development. The Mall opened in 1965 with 300,000 square feet of retail space and 33 stores; by 1977 only one commercial enterprise, a branch bank, remains.

Underemployment, unemployment and poverty are the rule, rather than the exception, in the Columbia Point Housing Project. This neighborhood is isolated from the rest of the city not only physically, but socially and economically, as well. At the very least the housing project requires partial demolition and rehabilitation of some of its units to make it more livable. And this effort is meaningless without real job opportunities for the residents.

The Boston Plan proposes creation of a new neighborhood at Columbia Point by transforming blighted, largely abandoned housing and reopening a commercial area abandoned to vandalism. Columbia Point will also serve as an example to the rest of the country of how a public housing project, long deemed a failure, can be made into a viable, mixed-income neighborhood with the rights of existing tenants still respected. Tenants will be given a written guarantee that will allow them, if they wish, to occupy the new low-income units.

Signs of Strength

Several major institutions recently moved to the area, indicating renewed potential for this neighborhood. The headquarters of the Boston Teachers Union recently leased (with an option to buy) and renovated a large section of Bayside Mall for their use.



The University of Massachusetts, completed in 1973 at a cost of \$135,000,000, serves 8000 students, faculty, and staff on the Peninsula. The University, besides being an educational focal point, also provides architectural interest to the area; the dark red brick and irregular form of the structure contrast with the monotony of the housing project design.

The future of Columbia Point became even brighter with the beginning of the Kennedy library construction. The library will open in 1979; and will cost approximately \$12,000,000. Between 600,000 and 800,000 visitors are estimated to attend the library each year, thus adding to the active, positive use of the Point.

Other positive signs include the continuing interest of Boston College High School, the proximity of many major employers, and the recent beginning of an 8,400,000 modernization program in the project itself.

Another indication of the commitment to the Peninsula has been the work of the Peninsula Planning Committee, a group made up of all the various actors with a stake in the area's revitalization. Many of the ideas in this proposal have been the result of this group's work. Appendix B lists the Committee's members and includes a statement of basic principles.

These institutions have recognized that the waterfront location and the proximity of Columbia Point to downtown Boston make it a desirable place to build. With these institutions as a foundation and with federal funds as a catalyst, Columbia Point could become a thriving community.

B. Summary of Project Components

This proposal attempts to capitalize on the trends set in motion by the University of Massachusetts and the Kennedy Library, reinforced by the beauty of the coastal site, to bring about the total revitalization of the Peninsula. This program contains the following components:

- Completion of public housing modernization program
- Creation of a new 1500 unit mixed-income housing development
- Reopening of Bayside Mall
- New waterfront park and marina
- New traffic circulation system on the Peninsula
- Major improvements to the existing MBTA station and bridges
- Creation of jobs and training programs.

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
5408 S. DICKINSON DRIVE
CHICAGO, ILL. 60637

TO: DR. J. H. HARRIS
FROM: DR. J. H. HARRIS
SUBJECT: [illegible]

DATE: [illegible]

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[illegible text]

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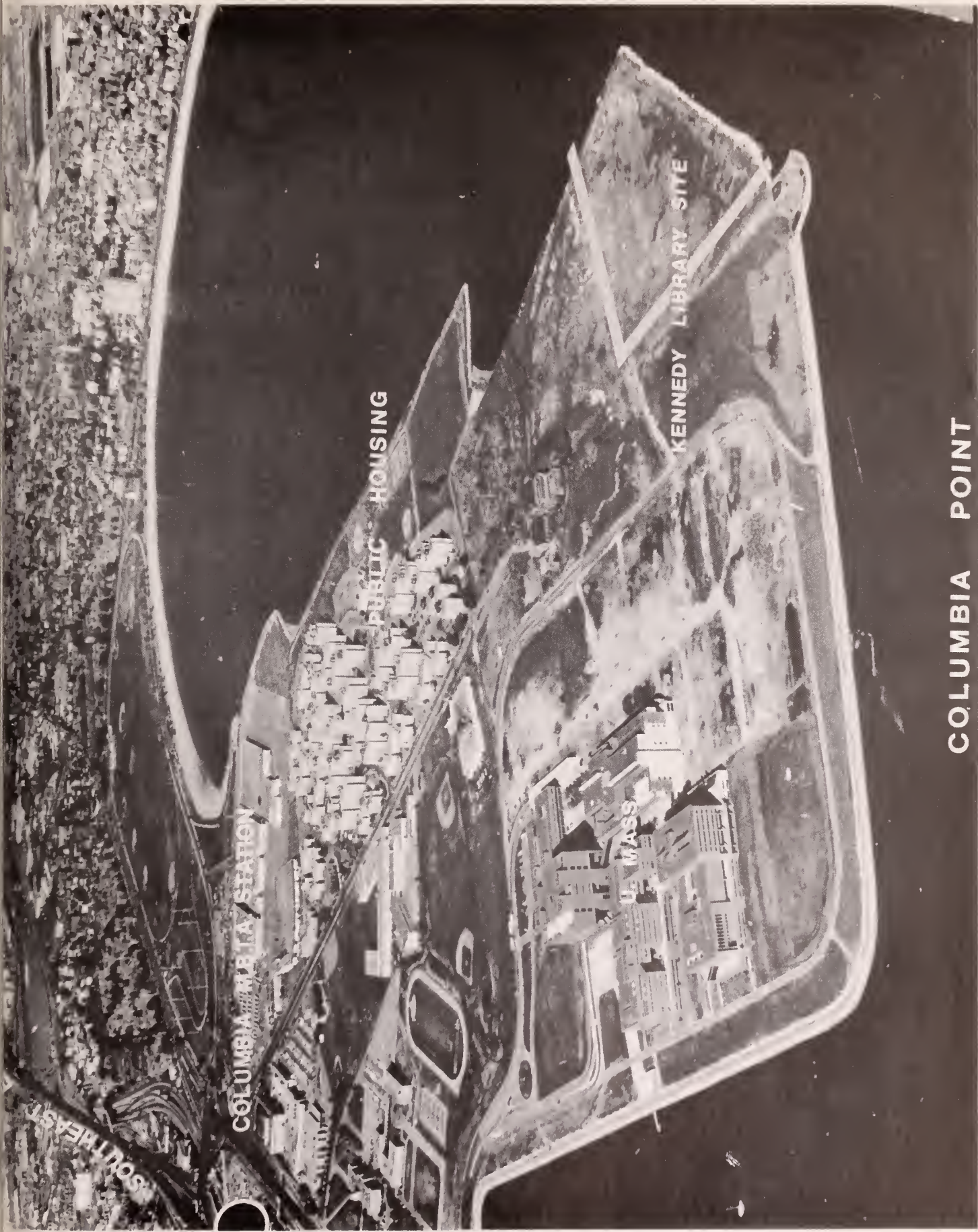
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At completion, this project will create 400 jobs annually during the new housing construction, 250 jobs at the new retail center, and housing units for 4500 people. \$2,000,000 in new property tax revenues will directly benefit the City's fiscal health.

Maps 1 and 2 on pages 5 and 6 present a site plan of the Peninsula and the proposed Columbia Point development.





COLUMBIA POINT STATION

PUBLIC HOUSING

KENNEDY LIBRARY SITE

COLUMBIA POINT





2 PROPOSED COLUMBIA POINT DEVELOPMENT

III-6.

Mt. Vernon Street



II.

DESCRIPTION OF THE AREA



II. DESCRIPTION OF THE AREA

A. Area Location

Located only three miles southeast of downtown Boston, Columbia Point offers a prime waterfront location for development. This 351 acre peninsula provides two miles of shoreline, mostly in public ownership, as well as excellent views of downtown Boston, the Harbor Islands, and Dorchester Bay. About 5000 jobs are within walking distance and with the transportation improvements suggested in this proposal; the Peninsula will be one of the most accessible sites in the metropolitan area. The location of Columbia Point in a regional context is displayed in Map 3, page 9 .

B. Population and Income

The Columbia Point Housing Project is the major residential area on the Peninsula. This 1504 unit housing project was originally built in 1954 for a population of approximately 5000. During the first ten years of occupancy, the minority population increased from 13% to 44% of the total residents.

Since that time, the number of residents decreased substantially. Only 470 units are currently occupied, including 390 families and 80 elderly or handicapped households. With this decline in total population, the proportion of minority residents soared to the existing level of 86%.

The severe economic hardships which most Columbia Point residents endure are represented by the startling fact that 95% of the families have incomes below poverty level. The 1970 median family income at the Point was \$4107, compared to \$9133 for the City of Boston as a whole.

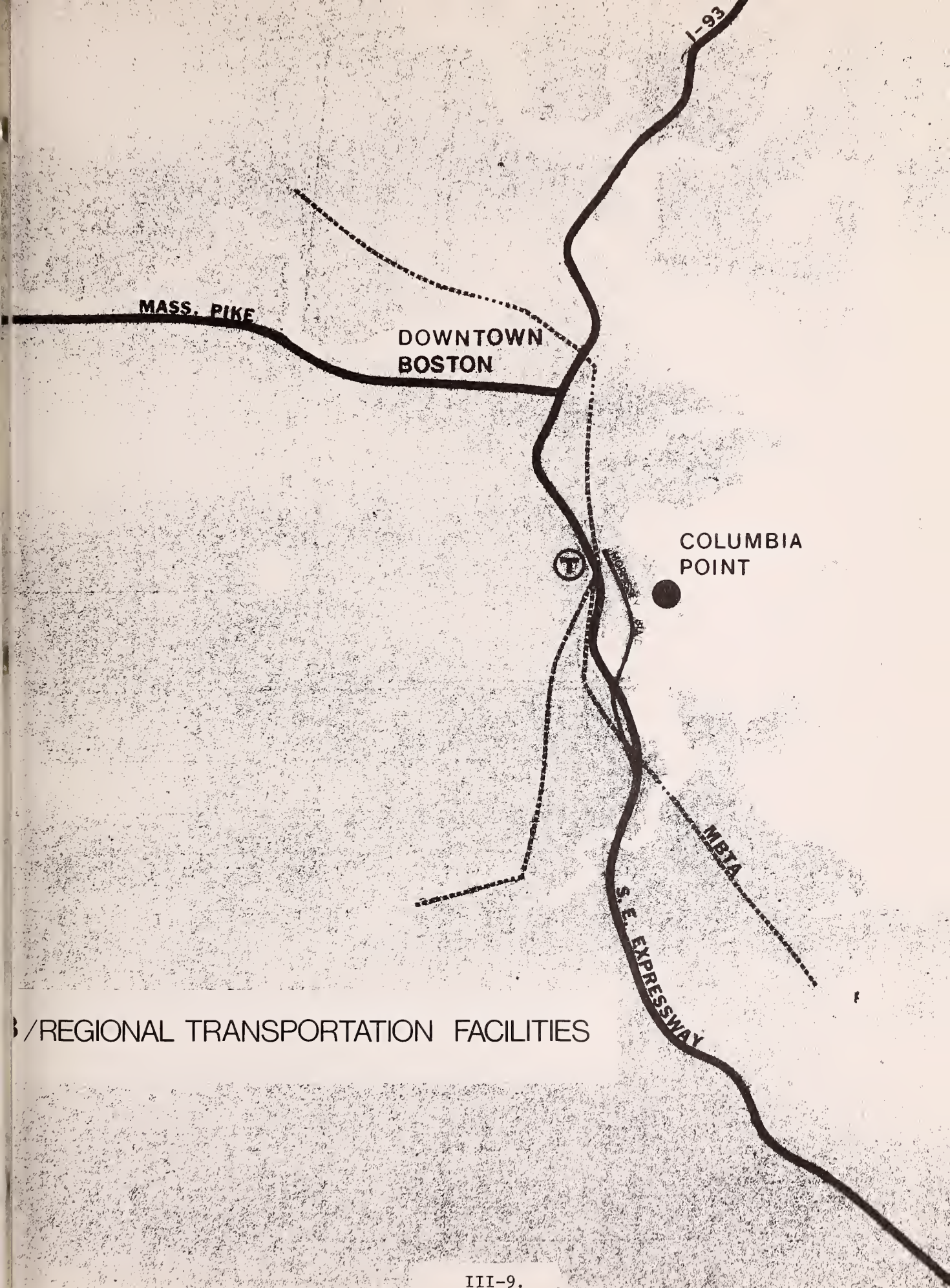
The median age of Columbia Point residents is 14. 36% of all youth and 20% of all adults, furthermore, are unemployed. These facts emphasize the need for job training and youth services at the Point.

C. Housing Conditions

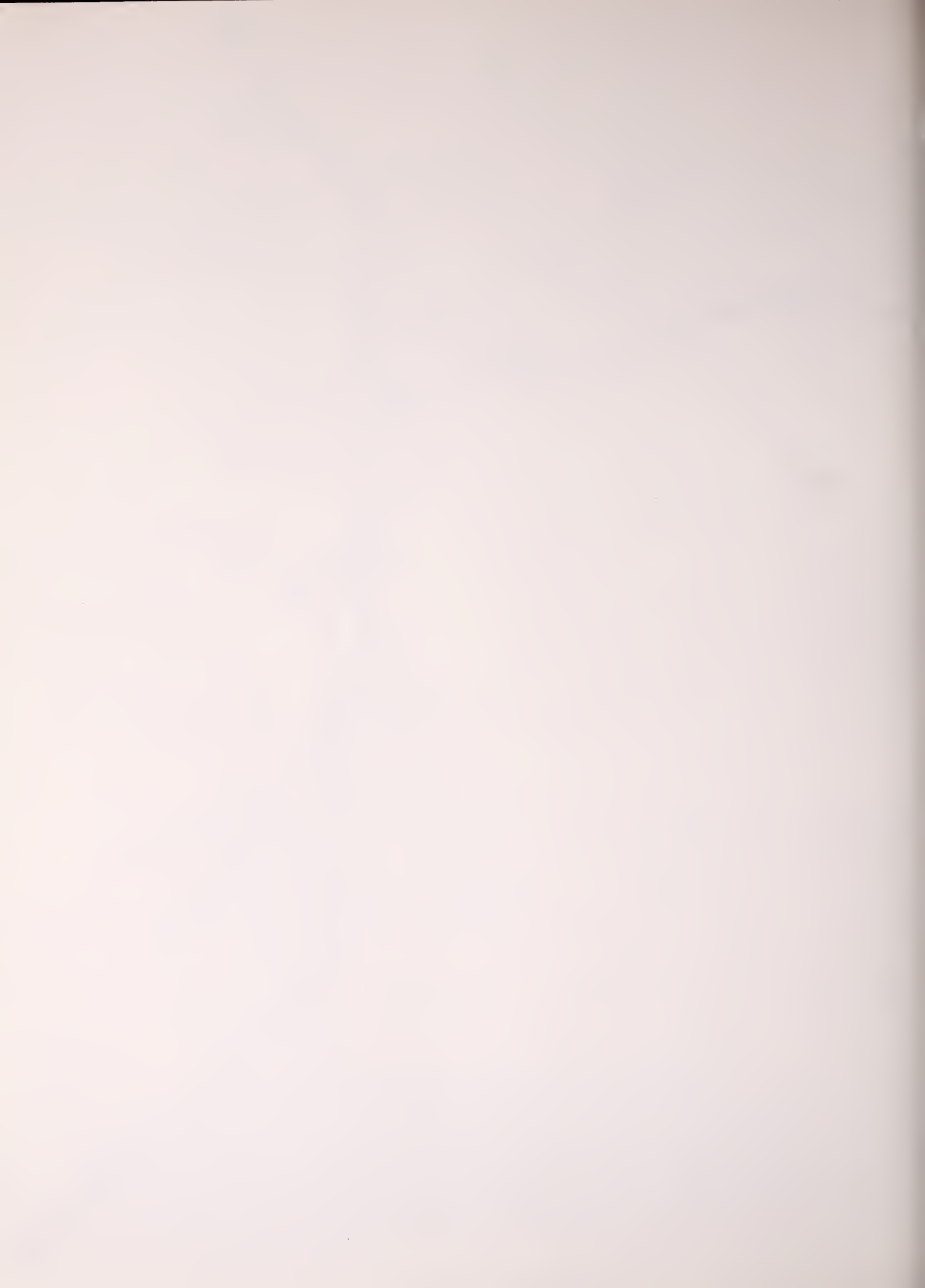
The Columbia Point Housing Project is divided into 15 seven-story elevator buildings and 12 three-story walk-up buildings. Many of the structures are clustered together with extremely high densities, such as a group of six buildings on four asphalt acres containing 448 units with a density of 500 persons per acre.

The Boston Housing Authority (BHA) began to consolidate residents in 1975 into the better maintained structures in order to achieve 100% occupancy in these buildings (all of the three-story structures and a few seven-story buildings). Three buildings which contain about 80 units originally designed for residential use are now occupied by twelve social service agencies.





3 / REGIONAL TRANSPORTATION FACILITIES



The housing units need extensive improvements to make them livable. An estimated \$23 million total is necessary to bring the project up to just minimal state sanitary code standards. An \$8,400,000 modernization program recently began, however, for 252 family apartments and 168 elderly units, utility improvements are also included in this program.

III.

THE COLUMBIA POINT PROPOSAL

III. THE COLUMBIA POINT PROPOSAL

A. Introduction

The new neighborhood will be developed emphasizing several broad components: housing, commercial activity, waterfront recreation, and creation of job programs.

1. Development of Mixed-Income Housing

1500 new housing units will be developed with the guarantee to house existing tenants at Columbia Point as the lower-income sector of the new mixed-income development, containing 25% market rate tenants, 50% moderate income tenants, and 25% lower income tenants. The housing component will cost approximately \$70,000,000 and will be financed through a variety of private, public, and semi-public sources (such as the Massachusetts Housing Financing Agency) using HUD Section 8 funds to supplement the rents of the low and moderate income units.

2. Reopening of Bayside Mall

The reopening of a smaller, better designed Bayside Mall, accomplished through partial demolition and redesign, will be oriented toward the new mixed-income development of the Peninsula as well as the presence of the major institutions in the area, nearby employment centers, and South Boston and northern Dorchester consumers.

3. Waterfront Recreation

The development of a major facility will take advantage of the excellent views and the two mile shorefront for the provision of boating and mooring facilities and waterfront recreation. In addition to providing recreational facilities the waterfront development will play a critical role in the marketing of the new housing development. Waterfront amenities will be physically linked with recreation areas in the interior portion of the Peninsula.

4. Jobs and Advocacy Programs

An important element of the Columbia Point proposal is creation of jobs and job training for Boston residents. Job programs will be geared toward existing employers and job opportunities as much as possible. An advocacy program will also be instituted to enable eligible residents to receive transfer payments, pension, and other benefits to which they are entitled.

B. Program Components

1. Modernized Housing

Implementation of the Columbia Point proposal will begin with modernization of public housing units.

(a) Modernization (1977-78)

Phase I of the housing modernization program, costing approximately \$8,000,000, is currently underway. It will include improvements to the electrical and heating systems as well as the modernization of 420 family and elderly units almost all of them low-rise structures. The heating system will have capacity beyond the needs of current tenants and will serve as the basic system for any new construction. Studies are currently underway to examine the electrical improvements and to assess their usefulness to the new construction program.

Phase II, modernization of another 168 family units will cost approximately \$4,000,000 and will begin in 1978. Either HUD modernization funds or Urban Development Action Grant funds will be used to fund these improvements.

Modernization of these structures is obviously a more complicated process than total demolition of the housing project. However, any other alternative to modernization would be unacceptable, due to the deplorable housing conditions and the previous City commitments to the existing tenants. Tenants will be living in these units for another 5-8 years.

(b) Management and Maintenance

Quality management of the modernized public housing buildings at Columbia Point is imperative for effective maintenance and viability of the housing structures. The extent to which these units are maintained will influence prospective inhabitants' image of the Peninsula, as well as affect living conditions for the existing tenants.

The City of Boston is considering a number of procedures which will upgrade maintenance at the housing development including, but not limited to the following:

- Establishing resident-based management and maintenance system.
- Allowing each building to serve as the unit of management and maintenance functions.

- Reducing costs by changing the way in which routine maintenance personnel are classified.

2. Demolition

All Boston Housing Authority structures which are mothballed or are not needed to house existing tenants will be demolished at a cost of \$1,500,00. This will include almost all of the high-rise structures from the site. The major rationale for the demolition of these structures, in addition to their adverse psychological image, is their substantial design flaws.

The siting of the existing structures does not allow sufficient light into the dwelling units, and the parking areas are not convenient to the individual units. Although the housing project is located on prime waterfront land, few of the apartments provide views of the water. No common rooms or planned public meeting spaces are available, and the poor site plan does not enable residents and security patrols to easily survey activities around the buildings, parking lots and lobbies.

The units slated for demolition would require an extensive investment of over \$15,000,000 to bring them up to the minimum condition required by the State Sanitary Code.

Some relocation of utilities, particularly the heating system, will be necessary when the buildings are demolished. The cost of demolition reflects this cost as well as temporary beautification of the demolition site until those parcels are due for new construction.

3. Infrastructure (1979)

Major utility and road work will begin in 1979 for improvements to the local water and sewer system and for major new roadway reconstruction (including the underground component for a new street lighting system). Map I illustrates the new circulation system which will allow for an effective parcelization of the land and will emphasize access to the water. These improvements will cost approximately \$12,000,000 and may be funded from a variety of sources: possible use of New Communities Funds, Urban Development Action Grant (UDAG) Funds, Community Development Block Grant Funds, and/or City of Boston General Obligation Bonds, with the first two being used jointly or separately as well as constituting the major portion of the proposed funding.

New Communities funds will be used only if the Public Service Grants program in the existing New Communities legislation, which is currently unfunded, will be allocated resources by Congress. This section of the legislation allows grants rather than the usual guarantee of bonds. New Communities grant funds are more appropriate for the Columbia Point

proposal than a guarantee since the projected cash flow to be generated from rents at the project will be insufficient to cover repayment of notes. In most New Town situations this repayment is usually handled through the sale of land, which would be an insignificant item at Columbia Point.

Although alternative energy technologies are less developed than other infrastructure elements, the City is beginning to pursue the site advantages of the Peninsula to develop new energy sources. Solar space heating and cooling and solar water heating are commercially feasible energy sources for a residential development of this kind.

4. Off-Site Transportation Improvements (1979)

To increase access, development, and marketing potential, a second transit stop is proposed on the Quincy subway line at Columbia Point. This would expand access to Peninsula residents as it would allow for travel to and from Boston's South Shore suburban areas. The cost for this station is approximately \$5,000,000; the U.S. Department of Transportation -- Urban Mass Transit Authority is the likely funding source.

Vehicular access for both construction vehicles and future residents will improve greatly with the upgrading of the bridges near the Peninsula. The bridges are also related to the rail lines and bus access, and thus their reconstruction and improvement should be linked with any new transit station. The cost of this improvement is an estimated \$2,000,000. Infrastructure improvements (utilities and roadways) and the MBTA rapid transit station will be completed by 1980 or 1981.

5. Marina & Waterfront Recreation (1979)

The new development will also include a new 160 boat public marina and ferry stop. Funding for the dredging would come from Army Corps of Engineers (Section 107 of the 1960 River & Harbor Act.); half of the cost must be funded by the locality. City Capital Budget funds may be used for this purpose and New Communities funds be used for the marina and ferry construction.

Another possibility currently being investigated is the institution of a "water taxi" that can be used to link-up the new waterfront-oriented housing and recreational developments throughout the City.

A major attraction of the Peninsula site is its location on the water. In addition to the marina, also to be established in 1980, an area along the beachfront will be developed for recreation. At least \$2,000,000 will be necessary for this project. Half of the project cost will be funded from the Federal Bureau of Outdoor Recreation fund, distributed to

cities and towns throughout the Commonwealth. The City's share in past years has ranged from \$1,000,000 to \$1,500,000. Matching funds would be generated by either UDAG or New Communities funds.

6. Bayside Mall (1980)

Reconstruction of the Bayside Mall will begin in 1980, resulting in approximately 100,000 square feet of modernized retail space, additional office space and a landscaped parking area. The Mall will also create 250 jobs. The market area will extend two miles, providing a supermarket, drug store, junior department store, a bank, student supply and book store, and a quality restaurant. Parking will be provided for 1000 cars. Overall, the Mall will be reduced in size from its original 300,000 square feet of retail space through the demolition of one commercial building at a cost of \$150,000.

The mix of stores will be developed so as not to provide excessive competition to older commercial centers at West Broadway in South Boston and in the Uphams Corner area.

Summary of Site Preparation Activities

Listed below is a summary of the site preparation activities along with total estimated public costs for each activity.

<u>Activity</u>	<u>Total Public Costs</u>
a. Demolition of vacant, mothballed Public Housing Structures	\$ 1,500,000
b. Infrastructure improvements (utilities, roadways)	12,000,000
c. New waterfront amenities	3,500,000
d. Transit Improvements	5,000,000
e. Circulation improvements to access roads	2,000,000
f. Improvements for new retail shopping at Bayside Mall	<u>150,000</u>
TOTAL	\$24,150,000

The total cost of publicly funded segments listed above will total approximately \$24 million over a 4 to 5 year period. Funding sources to be tapped for these projects include Federal "New Communities" funds and/or UDAG, Federal Urban Mass Transit funds, Community Development Block Grant funding, Bureau of Outdoor Recreation funds, City Capital Budget funds, and State Highway funds. The housing development will be financed through a variety of sources of which MHFA may be one. The total cost is estimated to be \$70,000,000. Phase I, the demolition of the high rise structures will be scheduled to begin, 1978, requiring about six months to complete. The construction of key infrastructure amenities, recreational and transportation improvements will begin in 1979, with construction of the first phase of the new housing begun in the early 1980's.

7. New Construction and Housing

Phase I

Construction of the first phase of the new mixed-income housing will begin on the Peninsula on Parcel I in 1981. The major roadway access for this new housing will be the existing University of Massachusetts/Kennedy Library access road. Some existing tenants will begin moving after completion of Phase I.

The Victorian-style granite Pumphouse would be renovated for use as a center for small conferences related to the Kennedy Library, the University, training sessions or conferences by other Columbia Point Peninsula neighbors such as the new housing residents, the Boston Globe, First National Bank, Kaiser Broadcasting or outside groups. The Pumphouse could also serve as a community center for the new residential community, providing health club facilities, game and function rooms.

A small hotel or institutional use should be considered for the area between the Library and the University to accommodate tourists, scholars, and other visitors (675,000 are expected to visit the Library in an average year). In addition, this area would also be suitable for a small complex of luxury condominiums (100 units) directly related to the Marina, the Library and the Pumphouse as the Peninsula development nears completion.

Phase II

Demolition of the excess Bayside Mall commercial structure on Parcel 2 will provide a new development parcel to accommodate approximately 350 new units of either mixed-income MHFA or elderly retired persons housing, or a combination of the two. The Boston Teachers Union has discussed this possibility since they have recently renovated 33,000 square feet of their facility at Bayside Mall for meeting rooms for

2,000 people and a 40 person staff. The Union is also considering an eye clinic in the same area. Elderly housing located close to the shopping mall would be an ideal use.

This new development is located near the Columbia MBTA Station, a short walk away. Parcels 3 through 5 will include a public walkway/bikeway encircling the Peninsula, a passive "meadow" area, picnic areas, an overlook to the sea and Boston skyline, as well as tennis and basketball courts. (A schematic site plan for the later phase of the Columbia Point proposal is presented in Map 4, page 19).

Development of parcels 3, 4 and 5 will begin in the mid-1980's and will contain about 1000 units of new mixed-income housing. Each parcel will include approximately one-third of the modernized BHA units. Developers will have the option of renovating these units or demolishing the units for new housing development, however, in accordance with the City's ongoing commitment. All BHA tenants living at Columbia Point will have a written guarantee allowing them to live in the mixed-income development if they so desire, paying no more than 25% of their income for rent.

8. Development Mechanism

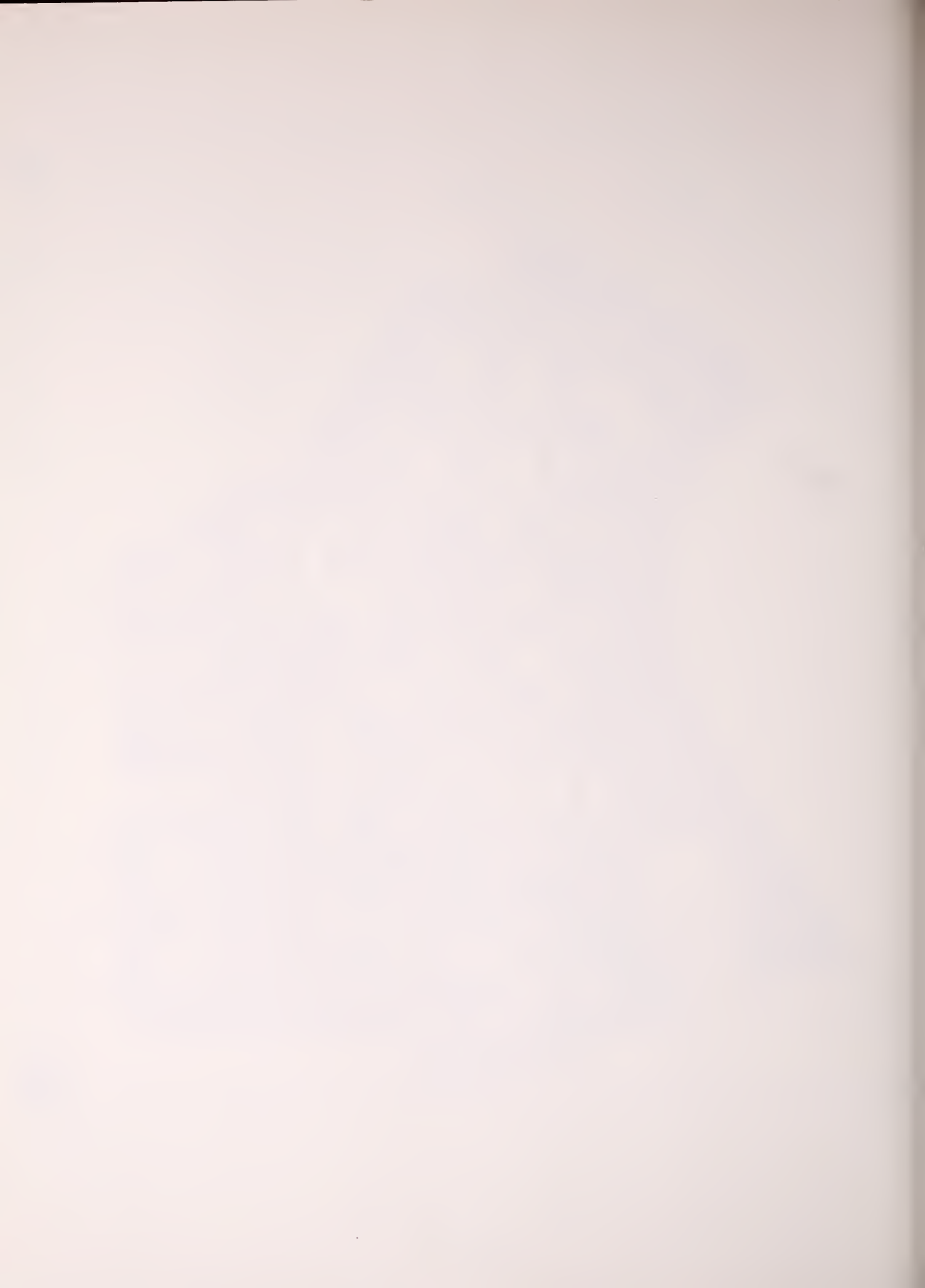
The organization of a development entity is crucial to the Plan for the Peninsula. A real estate development of this magnitude, affecting over 300 acres of urban land and involving a multiplicity of interests and funding sources, is certainly a complex undertaking. This proposal is even more complex due to the massive amounts of funding and marketing expertise needed to produce a realistic and innovative solution.

Two options for a development mechanism are currently under review. Both of the options have positive and negative impacts, and a choice will be made in early 1978 after community and City review on the best approach to take.

(a) Peninsula Development Corporation (PDC)

A "Peninsula Development Corporation" would involve all the major actors on the Peninsula: the City, the State, tenants at Columbia Point, MBTA, John Hancock Life Insurance Company, First National Bank, University of Massachusetts, The Boston Globe, Boston Teachers' Union, the Kennedy Library Corporation, Archdiocese of Boston, etc. These institutions have extensive development expertise and all own or operate facilities in the immediate area of the proposed development. All of the institutions named have been part of the Peninsula Planning Committee, made up of community public, and private interests, which has developed plans for revitalization of the area. (Appendix B contains a





statement which describes the basic principles upon which the Peninsula Planning Committee prepared its composite development plan.)

The Peninsula Development Corporation could prepare and adopt a plan and aide in its implementation. The PDC would not, however, supercede the City's role in the infrastructure and other similar development activities at Columbia Point. The City will still be the primary conduit of these basic development funds and will act in joint partnership with the PDC for the other planning and development activities that will take place.

(b) City of Boston/Boston Redevelopment Authority

Another option is for the City and the Boston Redevelopment Authority (BRA) to undertake the infrastructure work and advertise for or designate a sole developer (or a developer for each parcel) to undertake the revitalization program. The City, acting through its Redevelopment Authority, could acquire all the land necessary for public ownership, e.g., vehicular circulation areas, waterfront recreation areas (to be transferred to the Metropolitan District Commission, the regional recreation agency), utility easements, the marina site, etc., Boston Housing Authority, University of Massachusetts, and the City would donate land. BRA would construct the necessary public infrastructure and prepare sites for private development utilizing UDAG or New Town in Town funds, BOR funds, EPA funds, as well as coordinate Corps of Engineers participation, etc.

A Project Area Committee would be formed as an advisory group and its membership would be drawn from those interests now on the Peninsula Planning Committee.

(c) Marketing

The marketing strategy for the new housing development at Columbia Point will focus on the growing middle and upper-income sector demand for housing. Over 80,000 households in the Boston metropolitan region had incomes over \$15,000 in 1974, and their resources are increasing. The group of households with annual incomes over \$25,000 more than doubled between 1970 and 1974.

The proposed Columbia Point development would be the only middle and upper-income housing in Boston with direct beach access. The marketing program will also emphasize vehicular and transit access to downtown Boston, (3.5 miles) convenient shopping, exceptional views, cultural facilities at the University of Massachusetts and the Kennedy Library, and proximity



Small Business Administration (SBA) 502 funds could also be leveraged by programming CETA Title VI to fund specific projects. City residents could be hired to make the physical improvements at a store in Bayside Mall, for example, thus providing local employment as well as assisting the long-term improvement of the Mall. These workers would be paid from Title VI allocations and would be trained at the Skill Center.

10. Advocacy Program

Close to 25% of Boston's households depend on transfer payments, pensions, and unemployment insurance for all or part of their income. Many citizens, however, fall short of receiving their full share of these entitlements. Since the City of Boston is not obligated to bear any of the direct costs of these programs, enabling residents to receive their fair allotments of the entitlements will provide returns to the City's benefit.

Due to the inefficiency of the information systems related to benefit programs, the intricacy of medical evaluation and application procedures, and the lack of information about appeal rights, many eligible citizens do not receive their share of these funds. Less than two-thirds of people eligible for Supplemental Security Income disability benefits, for example, receive them, and many households eligible for food stamps, health programs, or income supplements do not receive such assistance as well.

To help counteract these problems, an advocacy program will be established to inform and aid eligible people to receive such benefits. Specific elements of the program will include paraprofessionals working with medical professionals at City Hospital and at the Columbia Point Neighborhood Health Center to certify SSI eligibility as well as paraprofessionals working as advocates in housing proceedings.

C. Time Frame

Phase I of the Columbia Point housing modernization will begin for 420 units in 1977; Phase II modernization of 168 units will begin the following year. Majority utility and roadwork will be established in 1979.

Before the new units are built, off-site transportation improvements, marine and waterfront facilities will be completed and the Bayside Mall improvements begun in 1980. The following year, construction of the first phase of the new mixed-income housing will take place. Completion of the Phase II housing is anticipated in 1984-85.

The project sequence is displayed in more detail in the Time table on page . The phasing sequence for the proposed Columbia Point Plan is illustrated in Map 5, page 23 .





BOSTON PLAN - COLUMBIA POINT REVITALIZATION PHASING SEQUENCE

IV.
CONCLUSION



to major employers. An aggressive campaign to promote the new housing by these major firms and institutions will add to the marketing strategy.

Educational benefits of the Peninsula site will provide further advantages to the housing development. The University of Massachusetts plays a major role as the higher educational institution of the area and could offer special cultural programs for the community. The new Kennedy Library will prove a major attraction, and the Columbia Point marketing program may even include, for example a discount membership in the library.

9. Jobs Programs

In addition to the physical improvements of Columbia Point, a major goal of the proposal is the creation of new jobs for Boston residents. The jobs generated from the Columbia Point proposal must be considered from three perspectives: the employment problems of the residents of the housing project, the employment problems of the residents of the larger Dorchester and South Boston communities, and the job creation potential to the entire City of the proposed construction projects and the existing employment base.

The most important employment need of the public housing residents is training and work experience. Programs already in existence but currently underutilized by the City could be of enormous benefit for job training. Transitional Employment Enterprises, Inc., (TEE) offers long-term training in actual work situations mostly to AFDC mothers (Aid to Families with Dependent Children), delinquent youth, ex-offenders, and alcoholics. The City will begin discussions with TEE to develop and support programs for Columbia Point residents through Comprehensive Employment Training Act (CETA) funds.

The City will also develop programs to take advantage of the new youth employment and training funds from the U.S. Department of Labor which will benefit Peninsula residents, many of whom are unemployed teen-agers. The program benefits will not be limited only to Peninsula residents, however, since youth from Dorchester, South Boston, and other neighborhoods will also be included.

Job training programs at Columbia Point will concentrate on existing major employers and the proposed construction projects. Linking job training programs at the soon-to-be constructed Skill Center at the Boston Marine Industrial Park (using approximately \$800,000 of Public Works funds) with local employers will be crucial to both the success of job programs in the Peninsula area as well as the Skill Center itself. Contracts for work in the Peninsula will mandate that contractors fill previously identified jobs with workers trained for the particular job at the Skill Center.

THE HISTORY OF THE CITY OF BOSTON

FROM THE FIRST SETTLEMENT
TO THE PRESENT TIME
BY
JOHN B. BOWEN

IN TWO VOLUMES.

VOLUME I.
FROM THE FIRST SETTLEMENT
TO THE YEAR 1700.
BOSTON:
PUBLISHED BY
JOHN B. BOWEN,
AT THE CORNER OF NASSAU AND NATHAN STREETS.
1845.

BOSTON:
PUBLISHED BY
JOHN B. BOWEN,
AT THE CORNER OF NASSAU AND NATHAN STREETS.
1845.

IV. CONCLUSION

This proposal for a new neighborhood at Columbia Point will have an impact both within and outside its immediate area. Eighty acres of abandoned, mothballed public housing, as well as 150,000 square feet of abandoned commercial space will become part of a mixed-income community with recreational amenities and retail shopping. The tenants who now live at the public housing project will have the opportunity to live in substantially improved housing, and to participate in new job training and incomes programs.

The University and the Kennedy Library will be more integrated into the surrounding residential community, creating a more varied and stimulating environment.

The Columbia Point proposal will also impact the surrounding neighborhoods and the City as a whole. The new shopping center, for example, will serve both the South Boston and east Dorchester neighborhoods as well as the Peninsula.

The City will also have taken a major step to increase its numbers of middle and upper-middle income residents. The renovated housing at Columbia Point would be the first major new middle and upper middle income units to be constructed outside of the downtown (and the first in the entire City) since 1973. Besides acting as a stabilizing force in Boston, the new residents will demand goods and services which will create a secondary source of jobs. In addition, approximately \$2,000,000 in property taxes will be added to the City's treasury each year when the housing is completed.

A summary of the Columbia Point proposal, listing program activity, principal benefit, economic impact, estimated funding sources and time frame is displayed on pages .

Successful completion of this project will not be easy. The development plan is extremely complicated and will demand a high degree of coordination among the various parties involved. Perhaps the most difficult and sensitive aspect will be the phasing of the demolition, renovation and construction inherent in all levels of the project. Another obstacle is the stigma of crime and deterioration associated with the name "Columbia Point." Marketing will also play a major role in the implementation of this proposal.

These obstacles, however, can be overcome. The flow of events at the Peninsula has changed over the years from stagnation or decline to a current period of cautious optimism due to the previously-described developments. Private industry, the University, the Library, the State, and the City have all pledged to help make this proposal a success. The necessary element to implement these projects is a major funding commitment from the Federal government. This document has described the rationale and process necessary to support the activities.

APPENDICES

APPENDIX A

Summary of Existing Land Uses

<u>Location</u>	<u>Size</u>
1. <u>Bayside Mall Area</u>	<u>32 acres</u>
Building (1): vacant 60,000 sq. ft. south mall building oriented towards Mt. Vernon Street and Kosciuszko Circle.	
Building (2): 33,000 sq. ft. west mall building occupied by the Boston Teachers' Union under lease (including 1.8 acres land for parking) with option to purchase. Possible opening of eye clinic service Union members, in planning stage.	
<u>Population:</u> Staff - 40 Meeting space for - 2000 Total Union membership - 5000	
Building (3): 56,000 sq. ft. east mall building vacant except for 2060 sq. ft. S.E. corner space occupied by the First American Savings Bank.	
Building (4): Vacant 112,000 sq. ft. waterfront mall building.	
Building (5): 80,000 sq. ft. industrial building on 3.6 acre site owned by Family City Development Corp., presently occupied on lease by American Brush Corporation.	
2. <u>Pumphouse Area</u>	<u>30.6 acres</u>
Waterfront land on two sides of the Pumphouse (totaling approximately 27 acres) is undeveloped. The Pumphouse facility has approximately 20,000 sq. ft. of ground floor space. Pumping Station function will continue for the foreseeable future, but does not require use of the entire building.	
3. <u>John F. Kennedy Presidential Library</u>	<u>9.5 acres</u>
Construction to start in June, 1977, with target date for opening of fall, 1979. Appropriate development cost is \$12,000,000, of which \$9,000,000 is building construction cost and \$3,000,000 is site work.	

Population:

Staff - 45

Visitors - 878,000 peak year
675,000 stable year

4. UMASS Harbor Campus 103.3 acres

Construction of gynasium is included as part of existing conditions. Future plans include construction of one or two additional buildings. Present campus represents an investment of \$135,000,000, including 1.6 million gross sq. ft. of building area and 1,623 parking spaces.

<u>Population:</u>	1977	Full Growth
Students	7,000	11,000-12,500
Fac/Staff	950	1,600
TOTAL	7,950	12,400-14,100

5. Boston College High/McCormack and Dever Schools/St. Christopher's Church 54.7 acres

Little change anticipated from present conditions.

<u>Population</u>	<u>B.C. High</u>	<u>Dever & McCormack</u>
Students	1,700	1,300
residents	70	
faculty & staff		130

6. Morrissey Blvd. Commercial Development 36.3 acres

No specific major plan for new development at this time, but one parcel is for sale (WHDH).

<u>Population</u>	
Globe Employees	2,000
First National Bank Employees	1,700
Others	600
TOTAL	4,300

7. Pattern's Cove 9.6 acres

Open space owned and maintained by MDC. Major improvements finished, no further change anticipated.

8. Major Streets 24

Include Morrissey Blvd., Kosciuszko Circle, and Mt. Vernon Street.

TOTAL STUDY AREA 351



APPENDIX B

Peninsula Planning Committee

The Peninsula Planning Committee is made up of all of the key landowners, business, tenants representatives, and institutions who have a stake in seeing Columbia Point become a vital community. The following statement is included to indicate the word base of support for the City's concept of a New Neighborhood on the Peninsula. Efforts will be continuing among the participants to make the goal a reality. Members are listed below.

<u>Name</u>	<u>Affiliation</u>
Ephron Catlin, Chairman	Affiliated Hospitals
Robert Wood, Vice Chairman	Univerisity of Massachusetts
Raymond J. Callahan, S.J. Secretary Treasurer	Boston College High School
Gerhard D. Bleicken	John Hancock Life Insurance Co.
William L. Boyan, Jr.	John Hancock Life Insurance Co.
John P. Driscoll, Jr.	Herrick & Smith
John T. Fallon	R.M. Bradley & Co., Inc.
Phil Fine	Fine & Ambrose
Thomas Galligan	Boston Edison Co.
Robert F. Goldhammer	Kidder, Peabody, & Co.
Richard D. Hill	First National Bank of Boston
Maurica Lazarus	Federated Department Stores, Inc.
William Leary	John Hancock Life Insurance Co.
John M. Mugar	Star Market Corporation
Raymond D. Nasher	Raymond D. Nasher Co.
George E. Phalen	First National Bank of Boston
Robert J. Spiller	Boston Five Cents Savings Bank

INSTITUTIONAL REPRESENTATIVES

<u>Name</u>	<u>Affiliation</u>
Robert Burke	John F. Kennedy Library Corp.
John Doherty	Boston Teachers Union
Dan Fenn	John F. Kennedy Library
Carlo L. Golino	University of Mass./Boston
Mark A. Gooda	Columbia Point Target Project Program
Paul Guzzi	Secretary of the Commonwealth
Alphonso C. Irving	Columbia Point Health Center
Robert R. Kiley	Mass. Bay Transportation Authority
Charles A. Knowles II	Columbia Point Area Planning Action Council
Michael Maxwell	Boston Opera Co.
Andrew Olins	Office of the Mayor
Melvin Scovell	Columbia Point Health Center
William O. Taylor	The Boston Globe
Sam Thompson	Boston Housing Authority
Robert Walsh	Boston Redevelopment Authority



BASIC PRINCIPLES

The principles described in this section represent the basic assumptions about development direction from which the Composite Plan of the Peninsula Planning Committee was drawn.

Housing Development

Substantial new housing development geared toward mixed income occupancy is an essential factor in the overall development success of Columbia Point. Within this emphasis, the commitment to assure housing for the existing tenant population will be sustained, with the successful execution of Phase I (420 units) of the modernization program and a significantly restructured management system providing the departure point for additional development.

Retail Development

Bayside Mall offers an optimum location for new retail development or revitalization, because of positive site qualities of visibility and accessibility and because of exhibited demand for better located and more competitive retail services by neighboring populations. 100,000-150,000 square feet of retail space here could be supported successfully by populations within a 1-1 1/2 mile radius.

Institutional Development

A strong institutional presence should be maintained on the Peninsula because of the generally positive impact of present and proposed institutional uses upon land values, community quality and development potential. Continued development of the U. Mass Harbor Campus within the perimeter road, establishment of the JFK Library and development of the State Archives be pursued, and the development of a cultural center or other additional institutional uses should remain possibilities within the existing area of primarily institutional land use on the eastern end of the Peninsula.

Development Of Pumphouse Area: Mixed Use

A mix of commercial uses (including a hotel facility, conference center, restaurant facilities, and retail and student services) supporting nearby institutional and residential uses would be appropriate in this location. In addition, a community center providing services to the residential population would serve as a link to the University and other institutional uses.

TABLE I									
Summary of the results of the experiments									
Experiment	Number of subjects	Number of trials	Number of correct responses	Number of incorrect responses	Number of correct responses per trial	Number of incorrect responses per trial	Number of correct responses per subject	Number of incorrect responses per subject	Number of correct responses per subject per trial
1	10	100	80	20	0.80	0.20	8.0	2.0	0.80
2	10	100	70	30	0.70	0.30	7.0	3.0	0.70
3	10	100	60	40	0.60	0.40	6.0	4.0	0.60
4	10	100	50	50	0.50	0.50	5.0	5.0	0.50
5	10	100	40	60	0.40	0.60	4.0	6.0	0.40
6	10	100	30	70	0.30	0.70	3.0	7.0	0.30
7	10	100	20	80	0.20	0.80	2.0	8.0	0.20
8	10	100	10	90	0.10	0.90	1.0	9.0	0.10
9	10	100	5	95	0.05	0.95	0.5	9.5	0.05
10	10	100	0	100	0.00	1.00	0.0	10.0	0.00

Beachfront Development

The exceptional site qualities of Columbia Point, related to waterfront access and views of the island and downtown skyline, should be utilized both to provide areas for recreational and open space use, and to provide the amenities of a waterside location for new residential development. These site advantages are also a major attraction for certain kinds of site-specific commercial uses (e.g. hotel, restaurant) which are seen as alternate uses for waterfront development.

Circulation Improvements

Provision for improved access to development parcels on the peninsula is necessary to stimulate a meaningful level of private development activity. Immediate public planning attention and investment should be directed toward T-stop improvements and toward vehicular access improvements related to existing roadway modifications. Later modifications to internal street systems will become necessary as development plans are defined, with costs supported by both public and private investment.

Jobs & Economic Development

Significant employment opportunities are associated with both new commercial and residential uses and with the continued growth of existing commercial and institutional uses. Aspects of new development to be emphasized include environmental fitness as well as employment intensity and potential for career-related skills development. On the job training in some instances may be tied to degree granting educational programs, and can make an important contribution to the economic development needs of both the local community and the total city. New construction also will create immediate job and training opportunities.

A Development Mechanism

A special purpose entity is required to direct future planning and development activities on the peninsula. Its structure and function should be designed to insure the active involvement of all with a direct interest in the peninsula's future, and to provide for a continuance of the public/private partnership that has characterized the work of the Peninsula Planning Committee. It should have the authority to adopt a plan and see to its execution; and to raise funds through bonding as well as from federal and state funding sources. It should complement the city's broader community development efforts in the peninsula area and not absorb or compete with them.



COLUMBIA POINT

Project Sequence

1978	1979	1980	1981	1982
Completion Phase I modernization	Complete all modernization	Completion of infrastructure improvements	Begin Phase I Housing 200-300 units	Phase II Housing
Begin Phase II modernization	Begin major utility and road improvements	Completion of amenity package	Completion of MBTA and Morrissey Blvd. improvement	
Begin & complete demolition and some infra. relocation	Begin amenity component	Begin Bayside Mall improvements		
	Begin new MBTA station			
	Begin Morrissey Blvd. improvements			



COLUMBIA POINT

PROGRAM DESCRIPTION

Program Activity	Principal Benefits	Economic Impact	Estimated Cost	Projected Funding Sources	Time Frame
1. Phase I & II modernization of public housing (Presently occupied only.)	-Upgrade living standards of current residents to meet minimum phys. & health stds.	408 construction jobs	\$12,000,000	HUD Mod. Funds	Phase I underway Phase II to begin 1978.
2. Demolition of mothballed bldgs.	-create new site for new mixed income housing. -create more liveable environments for current residents	12 temporary jobs	\$ 1,500,000	HUD/UDAG New Communities	Begin-Spring 1978 Complete Fall 1978
3. Infrastructure improvements	-Prepare site for new housing. -Job creation	204 construction jobs	\$12,000,000	HUD/UDAG New Communities City of Boston	Begin-Spring 1979 Complete-Spring Summer 1980
4. Waterfront Amenities	-Improve marketability of site	100 construction jobs	-Dredging \$ 500,000 -Beach \$1,000,000 \$1,000,000 -Marina \$1,000,000	Army Corps/New Communities BOR/New Com. UDAG/New Com. UDAG/New Com.	Begin 1979 Complete 1980-81
5. Bayside Mall	-Improved shopping facilities for Peninsula & surrounding areas -Marketability of housing	250 permanent jobs 170 construction jobs \$120,000 per year in property taxes	\$ 150,000 demolition \$3,500,000	UDAG New Communities private	Begin and Complete 1979-1980



COLUMBIA POINT

PROGRAM DESCRIPTION

Program Activity	Principal Benefits	Economic Impact	Estimated Cost	Projected Funding Sources	Time Frame
6. New Housing	-New housing for low income tenants at housing project. -New housing for middle, upper middle income families. -470 annual jobs during construction	-Increase in purchasing power with new families in taxes to City -\$2,000,000 annually -470 construction jobs annually 70 jobs	\$70,000,000 \$ 5,000,000	Private Public Quasi-Public UMTA	Phase I begins in 1981-1982 Begin 1979 Complete 1980-1981
7. New MBTA Stop at Columbia Station	-Improved access for new, old residents, university & library visitors -Improves marketability of site.				
8. Morrissey Blvd.	-Improved vehicular access to Point. -Minimizes impact of traffic on surrounding community.	70 jobs	\$ 2,000,000	MDC/State-Federal	Begin 1979 Complete 1980



THE BOSTON PLAN



Center of Industrial Potential: **The Harbor**



CENTER OF INDUSTRIAL POTENTIAL

BOSTON HARBOR



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I.
OVERVIEW

I. OVERVIEW

A. Selection for the Area

The Harbor Plan represents a decision on the part of the administration of Mayor Kevin H. White to capture the economic opportunity afforded by the lands and waters of the Boston Harbor. This administration would like to join with the Federal Government, the Commonwealth of Massachusetts, and the private sector in attacking the closely interdependent problems of a catastrophic City unemployment rate of 10.8% in 1976 (33,000 jobless workers), and a narrowing tax base which, in the face of rising costs and demands, has severely hampered the ability of the City to deliver adequate public and community services and to invest in the growth of the City.

As well as severe unemployment, the City has experienced a major structural shift in the local economy away from blue collar employment in manufacturing toward service sector jobs. Employment opportunities in these jobs are severely mismatched with the skill levels of many Boston residents, and has resulted in an increase in the percentage of City jobs filled by a commuter labor force.

The decline of Boston's harbor has closely paralleled this structural shift in the local and regional economy. The failing competitive position of shipping and fishing in the harbor has reduced the competitive advantages of the region's economy and thus the growth of job producing enterprises.

The most substantial recent blow to blue collar employment in the harbor was the closing of the Boston Navy Base in Charlestown and South Boston. This closure eliminated over 5700 civilian blue collar jobs.

Clearly the City government must direct its efforts to creating jobs for its residents, as well as to enlarging the tax base to replenish its treasury. As a result of the decline in the harbor economy and the Navy Base closing, the harbor contains many acres of severely underutilized and vacant land. This land presents the City with major opportunities to create industrial development, housing, public recreational space, and integrated shipping and marine related facilities.

The City has made significant studies in each of these areas and has already begun to address these goals:

- Boston created a Boston Marine Industrial Park (BMIP) within South Boston.
- A new job training center has been set up at the BMIP with initial funding and programming in place.



- General agreement with the Massachusetts Port Authority has been reached for the development of a (third) container port to be located in South Boston.
- Planning and environmental review is underway for a major upgrading of the road transportation network into the South Boston area.
- A free trade zone has been designated at the Boston Marine Industrial Park.
- The Charlestown Navy Base has been added to the Charlestown Urban Renewal Area with new housing, commercial development, and public recreation sites proposed and major capital funds allocated, and a housing developer designated.

Each of these developments has or will lead to a major upgrading of the harbor.

Because of the potential offered by the harbor and the significance of blue collar job creation for Boston residents, the City has determined that the full exploration of the harbor for direct job creation should be a priority focus.

B. Summary of Program Components

Goals

The primary goals of the harbor plan are:

- The creation of nearly 10,000 new permanent jobs in 10 years (4500 in 4 years) as well as 2,000 temporary construction jobs. Through a strategically integrated commercial, industrial and manpower development program Boston residents will strive to capture 50% or more of these jobs. These jobs will pay wages adequate to support a family and household in the City.
- Completion of public and private investment projects adequate to produce significant new tax revenue within two years, and a substantial increase within five years, with attendant pro rata amounts accruing to the State and Federal governments.
- Expansion within five years of attractive, harbor located units of mixed subsidized and market housing in order to provide 1100 additional attractive and integrated dwelling units to accelerate the return of the middle class to the City.
- Demonstration of a set of transferable experiences in integrated harbor redevelopment, coordination of manpower and economic development, and City/Regional cooperation toward benefits for both areas.

Program Elements

The basic elements of the Harbor Plan are:

- The additional investment of \$35 million of Federal, State and local funds over a five year period in the Harbor area in order to provide the physical base for private investment.
- The completion of land use studies, infrastructure, transportation and environmental planning and engineering designs in order to clarify to public and private parties the overall harbor scheme.
- The delivery of a harbor redevelopment process which will insure consistent, timely, actions by a variety of agencies and interested groups in order to produce the highest possible public gain.

Program Activities

The major program activities for the near term of the Harbor Plan are:

- Renovation of the Boston Marine Industrial Park (BMIP), formerly the South Boston Naval Annex, at a cost of \$8 million, to expand the ship repair and marine related operations currently employing 800 workers to 1200 workers in two years and 3500 workers in five years.
- Development of a new containerport facility at South Boston creating 150 jobs in two years and 250 jobs in five years, while providing a major new service to support business growth throughout the region.
- Completion of the Job Training Center located in the BMIP to provide 350 training slots in two years with a capacity to serve 700 individuals. Training Center programs will be for economically disadvantaged Boston residents, and will be directly linked to employers in the BMIP and elsewhere through a combination vestibule and OJT training program.
- Renovation of the Boston Fish Pier by the Massachusetts Port Authority at a cost of \$10-12 million dollars to stabilize the 75 fishing and 1300 support and allied fish processing jobs and to prepare land support facilities for anticipated expansion in the fishing industry, creating 1,000 new jobs over a 4 year period.
- Development of the former Charlestown Navy Yard at additional cost of \$4.22 million dollars in public investment to provide a catalyst for 40 million dollars of committed private investment funds in a mixed housing, waterfront park and manufacturing project which will employ 250 workers in two years building toward total employment of 1800 jobs at the end of ten years. This project will also create 1100 additional units of market and subsidized housing and ultimately generate 4 million dollars per year in new taxes.

II.
AREA DESCRIPTION

II. AREA DESCRIPTION

Boston's inner harbor includes large areas of vacant or under-utilized land. Until recently there was no private market interest in developing or upgrading these sites. Today conflicting interests are competing for waterfront land--either to develop it or to protect it for possible future need.

At one time, shipping activity of one kind or another took up virtually every inch of harborside land. Today many of the docks are empty and decaying. Now activities unrelated to commercial shipping are springing up on waterfront land including parks, housing, trucking warehouses, and yacht clubs.

The following is a description of specific areas within Boston Harbor and current land use and activities:

A. The Downtown Waterfront

The waterfront community is one of Boston's newest residential sectors, created through the urban renewal process. Formerly, the district was used for port-related commercial and industrial purposes and had few residents. Since 1970 1000 apartment units have been constructed or rehabilitated; 360 units are currently being constructed or rehabilitated and approximately 800 units are planned in the Waterfront, with an expected population of 3,500.

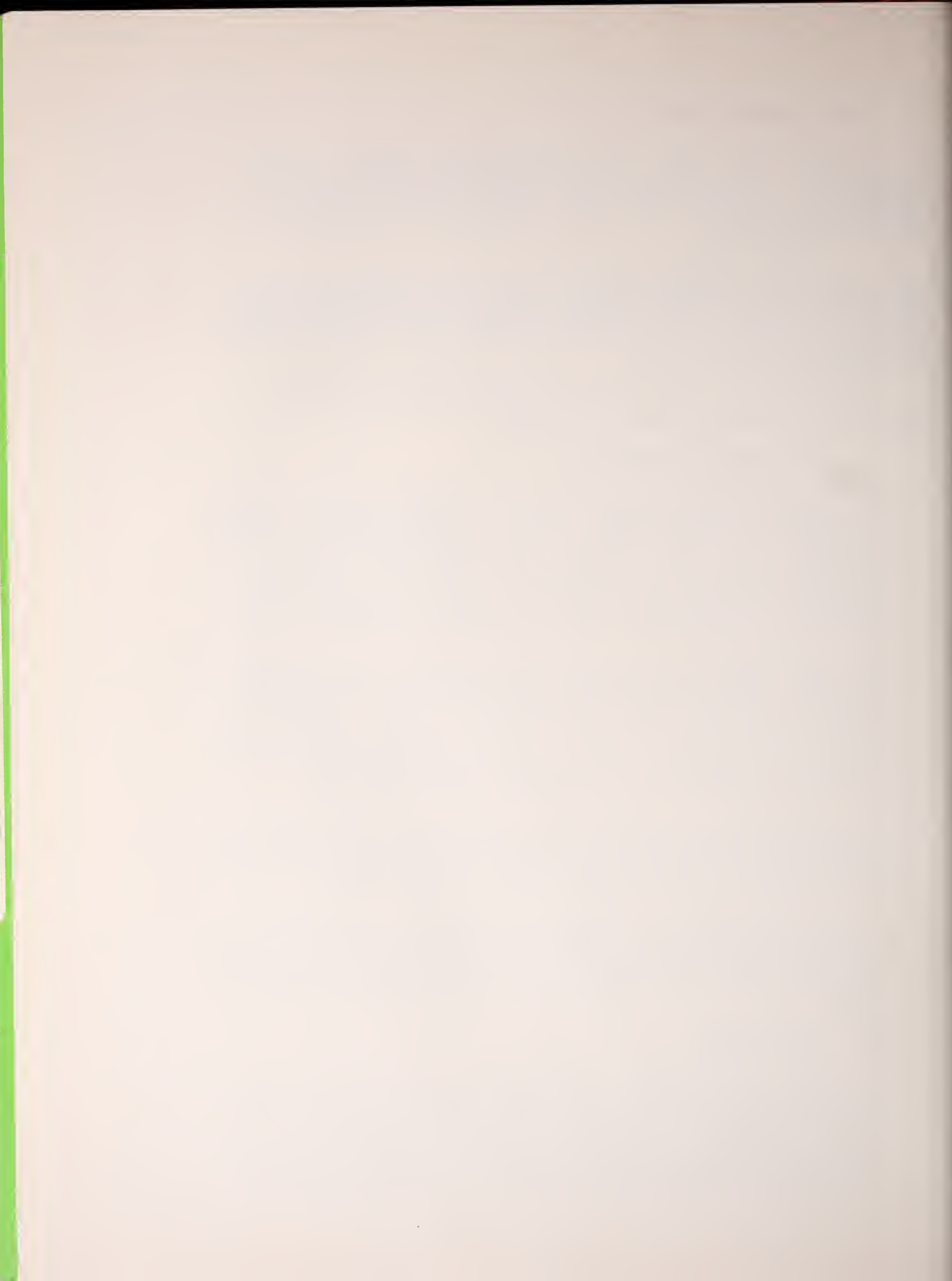
The Waterfront area received an investment of over \$15,000,000 for major project improvements in the Waterfront Urban Renewal Area from 1968-1974, and \$9,000,000 more in 1975. The major thrust of this investment went to improve the total environmental quality of this historic district. In many instances, efforts were made to encourage the restoration of the existing structures and to convert some warehouses into desirable residential units.

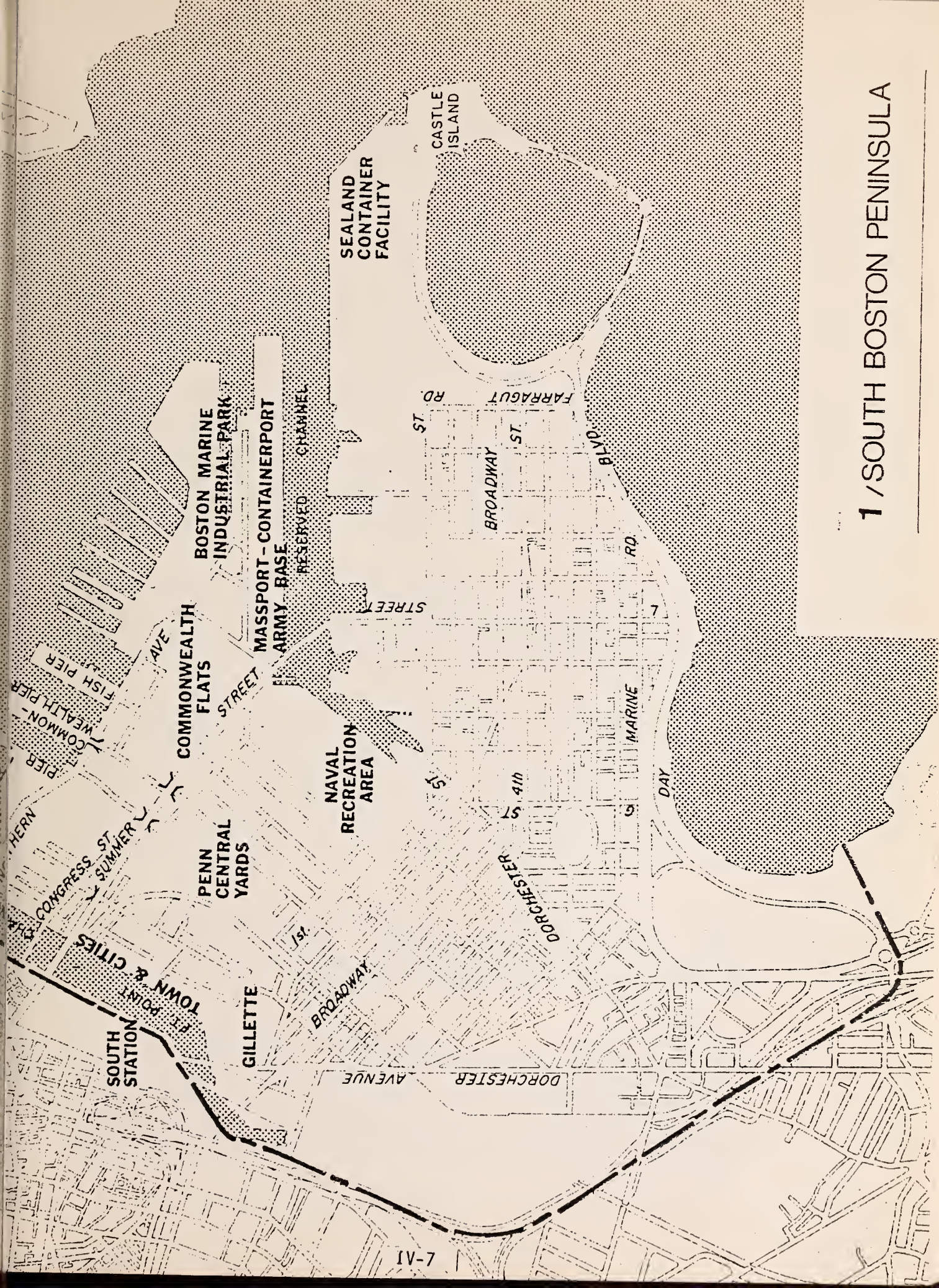
In addition to providing residential space, commercial and institutional developments have been encouraged. The project also includes the very successful renovation of the Faneuil Hall Markets and a major new Waterfront Park near the Market Place.

The overwhelming success of the Waterfront Urban Renewal Project in generating new interest and demand in both housing and commercial activity has led to serious interest in extending these activities into the Fort Point Channel and Charlestown Navy Yard areas.

B. South Boston

The northern section of South Boston is a large expanse of over 900 acres of filled land extending northward from East and West First Streets to Fort Point Channel and Boston Harbor. Land in the northern section is used primarily for industrial, (warehousing and distribution), institutional and commercial purposes. Approximately 510 acres are industrial/ warehousing and 275 are





1 / SOUTH BOSTON PENINSULA

vacant and underutilized land. The northern section is distinct from residential sections of South Boston in terms of land use and density; but the East/West First Street truck route which divides them is not a definite boundary and non-residential uses are mixed into the northern portion of the residential neighborhood. The Summer Street, Congress Street and Northern Avenue Bridges over Fort Point Channel provide access to the northern section from downtown Boston and points farther north. Access from the south is less direct, and many trucks use residential streets to get into the area, causing noise, air, and safety problems for residents. The great amount of under-developed land in the area in close proximity to the downtown and the construction activity across the Fort Point Channel in the South Station vicinity are creating development pressure in the northern section. The vast majority of land in the northern section is in the ownership of three private corporations (Athanas - Pier 4, Town & Cities and Gillette), the Massachusetts Port Authority and the United States Government. Two major commercial and residential developments have begun to be planned by private investors for land near the Fort Point Channel. The recently closed South Boston Naval Annex is being developed by the City's Economic Development and Industrial Corporation for industrial reuse.

Athanas-Pier 4 properties consists of a 32 acre parcel between the Fort Point Channel and Commonwealth Pier. Current plans call for a mixed use housing and commercial development within the next 10 years. This development could be initiated after completion of a new Northern Avenue Bridge and would represent the physical continuation of activities characteristic of the Downtown Waterfront.

Town & Cities property consists of 33 acres along the Fort Point Channel. Further investment is contingent on access improvements and the clean-up of the Channel itself. Plans exist for the development of commercial and mixed income housing. Nearby is the newly renovated structure which will house the Children's Museum and Museum of Transportation. The Athanas and Town & Cities areas represent over 60 acres of waterfront property which are to be developed privately for non-port/non-manufacturing uses.

The Penn Central Rail Yards are inland and adjacent to these two development projects. This 48 acre parcel is currently available for sale at \$6.4 million. Parking lots, warehousing and other low density uses may result if the development of this valuable site is not publicly controlled.

The Massachusetts Port Authority is the land owner for properties immediately east of Athanas and the Penn Central Yards. These include: the Commonwealth Pier, a passenger ship facility and exhibition hall; Commonwealth Flats, a 24 acre vacant parcel, formerly a rail yard; and the Fish Pier and related upland fish processing activity. The Fish Pier is in poor repair, requiring an

estimated \$10-12 million investment for upgrading sanitary facilities, buildings and off-loading equipment in order to maintain and encourage growth of the fish processing business in Boston. Fish receiving and processing currently employs some 1,375 persons on the site.

The Boston Marine Industrial Park at the South Boston Naval Annex consists of 167 acres of land, piers and water next to the Fish Pier. This facility contains two active dry docks (one about 700 feet long and the other 1,200 feet long), five abandoned finger piers, and seven major buildings. At the east end of the Park is a peninsula which includes two jetties which can be used for docking ships.

The entire site is under the management of the City's Economic Development and Industrial Corporation (EDIC) which has purchased the property from the U.S. General Services Administration in June 1977. The smaller dry dock is leased to a ship repair company and the larger dock is operated by EDIC and available to all ship repair operators in the port of Boston. Some of the structures are leased short-term for manufacturing and storage purposes. EDIC estimates that in excess of 800 persons are employed currently at the site. EDIC has received an EDA grant for \$3.2 million and is in the process of upgrading drydocks and related facilities.

The Boston Army Base is a 43 acre site between the Annex and the Reserve Channel. The site is presently in Federal use but plans call for the surplusing of the facility in the near future. The site is comprised of 4,150 feet of berthing space and contiguous warehouse buildings currently leased to MassPort and a massive eight story concrete structure containing 1.6 million square feet of useable industrial space.

Currently the pier area is under consideration by MassPort for new containerport activity in conjunction with back-up land in Commonwealth Flats.

The Naval Recreation Area across Summer Street from the Army Base and Naval Annex consists of 17 acres which should become available from the Federal Government in the near future. The site could be suitable for additional manufacturing or port support activity. At the easternmost end of the South Boston peninsula, is the Castle Island Port Terminal, a 101 acre facility entirely owned by MassPort and leased to private operators for the movement of containers, automobiles, lumber, cement and fuel oil.

C. Charlestown

Present and anticipated land use in the Charlestown waterfront area follows a pattern similar to that of South Boston. The new Charles River Dam and Paul Revere Landing Park will extend the Downtown Waterfront to Charlestown.



Charlestown Navy Yard. The Charlestown Navy Yard became available as surplused Federal land in July, 1974, after the closing of Navy Base activity. With the termination of the shipyard use 130 acres of waterfront land is available for redevelopment. (28 acres were set aside for the USS Constitution National Historic Site.) A mixed use development is proposed for the site including a new water front park, a marina, over 700 units of new housing, 400 rehabilitated units, commercial activity (possibly a hotel) and 25,000 sq. feet of light manufacturing. The BRA has received \$5.3 million in EDA development grants to begin work on the site.

Hoosac Pier, contiguous to the Navy Yard, consists of eight acres under MassPort ownership. The site is presently underutilized and available for appropriate reuse.

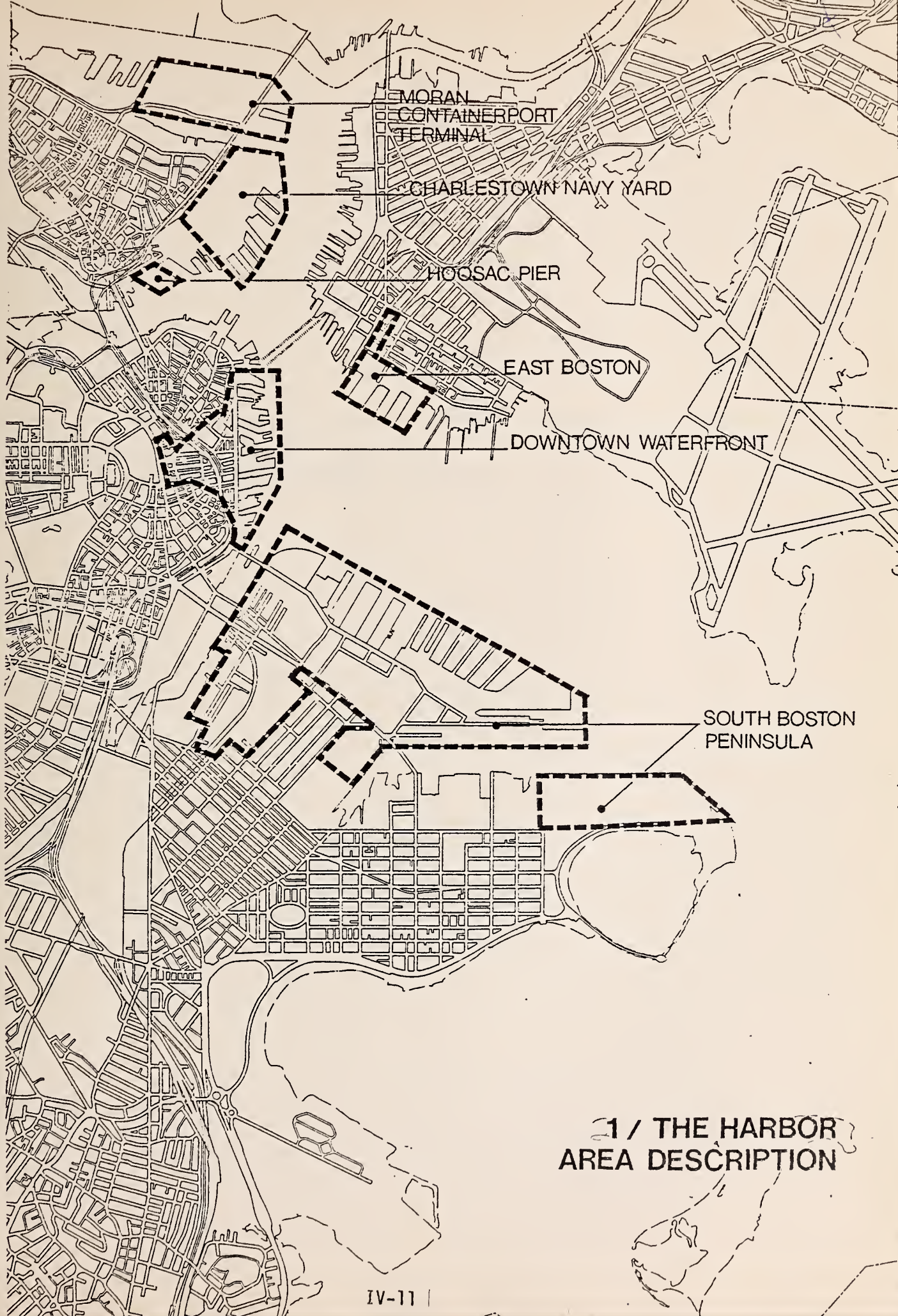
The Little Mystic Area. The peninsula between Little Mystic Channel and the Mystic River is entirely devoted to port uses, including the 18 acre Schiavone Scrap operation, U.S. Gypsum and other break bulk operations.

Twenty-two acres of the site comprises the Moran Terminal, a containerport, which can service two ships with the two existing cranes. The distance of the facility from the outer harbor, the limitations of berthing space and upland area make the future of the container operation there questionable.

D. East Boston

Along the East Boston waterfront are scattered airport-related industries, 2 small ship repair yards, Bethlehem Steel and 4 Piers. Because many of the old waterfront industries have given way to less intensive uses and due to pressure from housing expansion, attention has recently focused on reuses of waterfront property.

The city has encouraged new uses which support the predominantly residential character of Jeffries Point and has acquired and developed a 4-acre park at the end of the Point. An important issue is the future of the MassPort-owned Piers 1-4 on Marginal Street. This MassPort property is used little although at times it has served as a general cargo berth and for the storage of imported automobiles. The East Boston community has expressed strong interest in the reuse of these 58 acres with jobs, housing, and recreation being possible goals. Completion of a new container facility should free this land for suitable future use.



1 / THE HARBOR
AREA DESCRIPTION



III.
THE 1977 HARBOR PROPOSAL

III. THE 1977 HARBOR PROPOSAL

A. Introduction

The intent of the 1977 Harbor proposal is to build on existing public and private commitments to waterfront development in order to reach the goals of increased employment opportunities and new tax generation. The 1977 proposal aims to both expand the scope of current activity and shorten the lead time in achieving these goals, through a program focusing on the rapid delivery of new support services, new public infrastructure in development sites, and innovative technical and financial assistance mechanisms. The project will become the catalyst for \$250 million in private investment and the creation of 10,000 new jobs.

The proposal emphasized growth in the industrial and commercial sectors. It addresses appropriate land use and economic development of the entire Boston waterfront. The central focus of this proposal, however, will be on those areas within the harbor where substantial planning is completed and the commitments are in place to generate tangible activity within the next three to five years.

The industrial development of South Boston is the proposal's primary focus. The Boston Marine Industrial Park, the Fish pier and fish processing, and the new MassPort container facility all require substantial City, State, and Federal commitments. The proximity of these three major activities and their coordinated development will enhance the viability of each component. A healthy fishing industry will generate demand for ship building and repair at the BMIP, and demand for refrigerated container movement; industrial goods production at the BMIP will benefit from transportation advantages of the containerport; and the containerport will in turn generate demand for BMIP's ship repair facilities. Coordinated management of industrial and related port development could generate 3500 new jobs in the next four years.

Another emphasis of the harbor proposal is the stimulation of commercial, tourism, housing development in the Charlestown Navy Yard and the Fort Point Channel area. The creation of 3000 to 7000 units of market housing over 10 years will reinforce the trend of middle income suburban return to the City and a new tax source. Commercial/tourism development will build on one of the City's strengths, an expanding service sector, and generate an additional 3715 new service sector jobs.

The following sections identify the critical components of the Harbor development program. The projects will involve between \$25 and \$35 million in public funds over three years. The program outlines the major infrastructure investments necessary to opening all of northern South Boston to development and identifies private commitments that will result from those investments.

Equally important to these public works efforts, is the need for investment in new program activities. Job training programs and special recruitment efforts are critical to insuring that Boston workers, particularly the unemployed and underemployed have access to new jobs created as a result of this program. Financial assistance to fishermen and small manufacturers through loans and loan guarantees will also be critical to success of the proposal. Finally, land use monitoring, planning, and marketing are important program components necessary to the successful redevelopment of Boston Harbor.

Program Components

Manpower / Economic Development

Linkages

1. Manpower and Economic Development Integration

A major goal of the Harbor Plan is the strategic integration of manpower and economic development programs in order not only to create 3000 new jobs over a five year period, but also to secure the employment of Boston residents in 50% or more of these new positions. Labor demand and supply problems described in the Introductions to the Boston Plan and the Harbor Proposal appropriately describe a serious unemployment situation in which Boston suffers the forced idleness of 33,000 of its labor force with many additional individuals significantly underemployed.

A principal concern in the Harbor Proposal is delivery of manpower services to City residents through the Job Training Center (JTC) located at the Boston Marine Industrial Park (BMIP) with a linking of these services to available jobs in the Harbor area. The JTC, housed in Building #49 of the BMIP, is a 49,000 square foot multi story facility currently under renovation and due to be opened September 15, 1977. This Center will provide the physical and managerial base to support the following programs:

Job Specific Skill Training

The City intends to deliver a program of skill training under which the labor needs of area employers are described and the employer is offered, assessment, training and placement services as part of the overall marketing of industrial and commercial sites. Training within the Center will simulate or duplicate actual working conditions to the greatest degree possible. A prehire concept is planned with clients spending up to 26 weeks in classes at the JTC followed by up to 26 weeks of on the job training with the prospective employer. Training programs will be designed by JTC staff in conjunction with the employer's production and personnel staffs. JTC staff will establish working relationships with employers ranging from employer approval of training designs through "leasing" of employer production supervisors to conduct training, to contracts with employers for "vestibule" training on business premises. The center's training designs and delivery will be varied to interface with a diverse labor market. All programs and services will be measured by the degree to which they enable the client to secure stable employment at good pay with opportunities for advancement and the degree to which they provide employers with adequate numbers of well trained, responsive employees.

Public Service Job Projects

The JTC will provide, in addition, the physical and administrative headquarters for a variety of projects to be carried out in the BMIP and around the Harbor. These projects will employ economically disadvantaged persons as

trainees to assist on providing public services cited in this proposal. All harbor related government agencies will be contacted to design prospective projects. JTC staff along with City staff support will develop the project, hire project personnel and supervise work plans. Projects carried out under this component are expected to provide continuing support to public investments while providing project employees with meaningful and saleable work experiences.

Funding for the Job Training Center

Currently the projected peak capacity for the Job Training Center at Building #49 is 350 slots allowing for a total 700 clients per year. Development of the JTC was initiated by EDIC's receipt of \$450,000 in CETA funds for renovations to the first floor of the building. These renovations will be adequate to open the Center in mid September of this year. Operational funding has been guaranteed through the receipt of \$535,000 in CETA funds. An application has been filed for \$743,000 from EDA for further renovation work. A second application for assistance has been filed with the Department of Labor for School Training Improvement Program 7478 funds in the amount of 1.9 million.

The combined funds from above will, when approved, provide for the preparation of the building, staffing, and operational funding for the facility. However, additional funding remains to be secured for the balance of equipment necessary to provide a complete ranging of training programs. Estimated cost for this equipment is \$400,000.

Benefits

The cost of income maintenance for unemployed persons approximates \$4000 to \$7000 per year per person. Graduates, who are former unemployment insurance and welfare beneficiaries, will contribute approximately \$1000 per year in Federal, State and local taxes* yielding a net benefit per graduate of \$5000-\$8000. Furthermore, Center graduates will serve to improve the calibre of the Boston work force making it possible for expansion of private investment in the City of Boston.

* assumes employment at entry level positions paying wages of \$4.00 to \$8.00 per hour.

Transportation

2. Transportation

Any public or private investment in the northern portion of South Boston for either commercial or industrial development will be contingent on significant improvements in the transportation facilities. Transportation improvements for the entire area are necessary for all types of commercial traffic. There are currently plans for a new Seaport Access Road and a new Northern Avenue Bridge which will keep the trucks out of the residential areas of South Boston and at the same time provide them with an easy and uncongested access from the expressways to the industrial areas.

Adequate transportation is of the utmost importance to any development in South Boston. There must be good truck access between the Northern industrial section and the expressway system leading out of Boston.

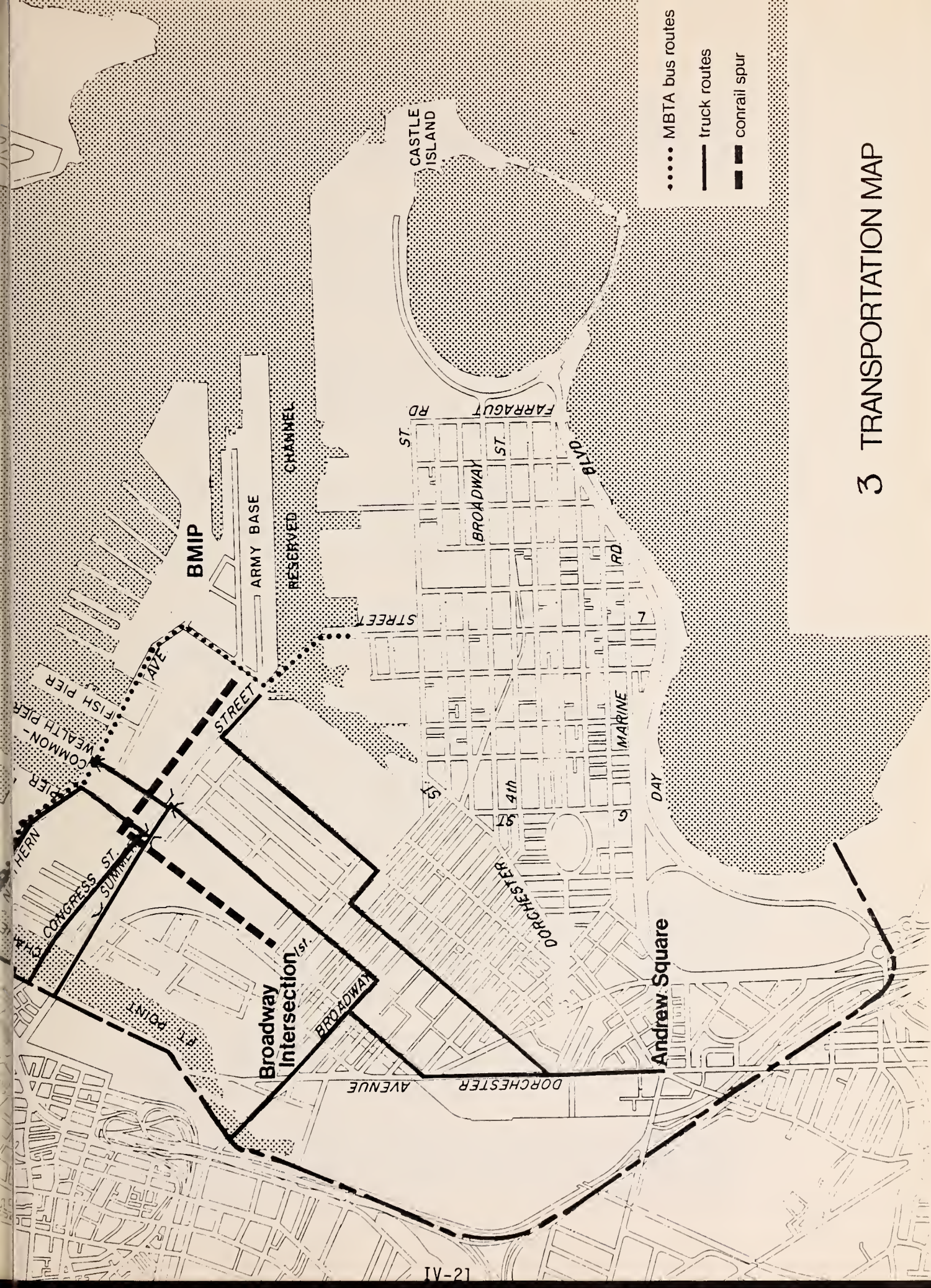
Rail transportation for the area is equally important and must be maintained and upgraded. Public transportation to and from the Job Training Center and the new development areas exists now, but the level of service must be increased as development proceeds to insure easy access to the area for all Boston residents.

Seaport Access Road

Presently there is heavy truck traffic through the residential areas of South Boston due to the poor access between the northern industrial areas and the expressways. There are already fairly substantial warehousing and distribution operations in South Boston, as well as the Sealand containerport operating near Castle Island and the activity connected with the BMIP. The further development of the Boston Marine Industrial Park and Massport's containerport operation will dramatically increase the volume of truck traffic in South Boston.

At present the access from the BMIP to the North is via the Northern Avenue, Congress Street or Summer Street bridges, connecting with the Central Artery. The access to the west is via the Broadway Bridge to the Mass Pike; and to the south through South Boston residential streets connecting with the Southeast Expressway. These routes are inadequate, because the streets are too narrow, corners are too sharp for trucks to negotiate turns, and extreme congestion exists in the Broadway and Andrew Square intersections. The need for a good seaport access road exists now, and is imperative for any further industrial and/or commercial development in the area.

In September of 1975, the South Boston residents group voted to use Community Development Block Grant monies to fund an environmental study for a seaport access road. The



3 TRANSPORTATION MAP



study is being co-sponsored by the BRA and Massport, and began in November of 1976. The community suggested the primary criteria to be used in analyzing the various alternatives, and came up with 32 possible configurations for the seaport access road.

A Draft Environmental Overview Summary will be ready by midsummer, 1977, and will be published and distributed for comments. It will include an analysis of the 32 proposed alternatives and a preliminary assessment of the probable impacts of the 6 alternatives selected for further study.

Late 1977, the preferred alternative will be chosen and the Draft Environmental Impact Statement begun. This should be completed and submitted to FHWA in early 1978. When this is approved, the engineering study for the access road can begin two to three months later.

The engineering study will probably take 1.5 years and its cost will be 10-15% of the cost of construction for the road. Depending upon which alternative is chosen, the cost will be between \$480,000 to \$1,065,000. The study should be funded by the City with Federal assistance to insure rapid start up.

Construction of the seaport access road could then start in the spring of 1980, and will take approximately 1.5 years to complete. The cost of construction will be between \$4.8 million and 7.1 million depending on the alternative chosen.*

There are three possible sources of funding for the construction of the road. The first is "Interstate" funding which is 90% Federal dollars, 10% State. This assumes a limited access major highway for all purpose traffic. The South Boston residents would prefer a road that could be limited to trucks, so that the road would not create its own demand in commuter traffic, thus increasing the total traffic for the area.

Second is "Urban Systems" money. This funding is primarily for smaller, local streets and it is 70% Federal and 30% State. There are 5.4 million dollars allocated for Boston each year, and the State has \$14 million more which is for discretionary uses. Presently the City has projects slated costing far above that \$5.4 million.

The third and more promising source of funding is the "Urban Primary" source. This funding is again 70% Federal and 30% State. It is used for streets smaller than an interstate and larger than an arterial.

* not including cost of property acquisition (which in the case of the Penn Central Railroad might be avoided or covered by the City's purchase of the entire parcel for economic development) or replacement and amenity costs.

Northern Avenue Bridge

Currently there is a 3 lane, swing bridge spanning Fort Point Channel and connecting South Boston via Northern Avenue with the downtown area and expressways. The bridge is in dire need of substantial repairs and is inadequate for the current rate of traffic. Replacement of the bridge is necessary for any development in South Boston resulting in increased commercial and/or industrial traffic. A widened, fixed span bridge will allow an increased and uninterrupted traffic flow feeding the northern section of South Boston without impacting the residential areas. In addition, the cost to the City of operating the swing bridge averages approximately \$200,000 per year, with 75% of that cost going to drawtenders' salaries. This cost would be avoided in the proposed design for a replacement bridge which is a 6 lane fixed span structure.*

The Mass. Dept. of Public Works commissioned a feasibility study completed in 1974.** The Federal Highway Administration has already approved the Negative Environmental Impact Declaration filed by the Massachusetts Department of Public Works and the Coast Guard approval of the initial design is expected soon. The source of funding for the project is the "Bridge Replacement Fund" which is 75% Federal funding and 25% State. The estimated cost of construction is \$10 million, plus engineering costs of 10-15% of that.

The Mass. DPW is currently negotiating a contract for the final design work. The engineering should begin in August, 1977, and should be completed in January, 1978. If the approval of the engineering plans by FHWA comes in March, construction will begin in the summer of 1978. Construction will take approximately 12 months, allowing the new Northern Avenue Bridge to open in the summer of 1979.

* One fishing concern, which docks its boats along the Fort Point Channel inside the Northern Avenue Bridge, would be adversely affected by the fixed span, but a new site has been found for them and they are willing to relocate.

** Universal Engineering Corporation.

Rail Service

At present ConRail has service to the BMIP and the army base along one main rail spur. This spur also serves as access to the Castle Island containerport facility, the Commonwealth Flats and the Pappas properties, an industrial park adjoining the BMIP. At this point, there is one train servicing the army base every two to three days. ConRail has guaranteed continued service to these areas and is planning to upgrade the condition of the tracks leading to the gates of the BMIP. They are ready and willing to increase service to the BMIP and to the army base or Commonwealth Flats as the market warrants.

Public Transportation

There are presently two MBTA bus routes connecting the northern section of South Boston with the downtown area. Route 7 operates every 10-20 minutes during the day, from South Station up to Northern Avenue along the Athanas properties, Commonwealth Pier and the Fish Pier; then down to Summer Street and out to City Point. (see map page 22) Route 6 travels along the same route in South Boston except that it ends on Terminal Street, the street leading into the Army Base. This route originates at three different points downtown: South Station, Aquarium, or Haymarket. The service on Route 6 is irregular, running only from 6:00 to 9:00 a.m. and 3:00 to 5:30 p.m.

Both of these routes have stops that are within walking distance to the Job Training Center and other activities in the BMIP and the Army Base. If the demand exists, the MBTA will increase service on Route 6, the route running closest to the BMIP. They are currently planning to extend Route 7 downtown to establish better connections with other transit routes.



Boston Marine Industrial Park

3. Boston Marine Industrial Park

a. Summary

BMIP Description

In 1973 the U.S. Department of Defense declared the South Boston Naval Annex to be surplus and offered for sale the 167 acres of land containing two active dry docks (700' and 1200') 7 major buildings, a man-made peninsula which includes a four-sided jetty area for docking ships, and 40 acres of land under water.

In November of 1975, the Boston Economic Development and Industrial Corporation established a protection and maintenance agreement with the General Services Administration to operate the Annex as the Boston Marine Industrial Park. Since the protection and maintenance agreement has been in effect, the process of developing new employment has been initiated. By capitalizing on the two drydocks and related facilities, EDIC was able to attract a rapidly growing Ship Repair firm from South Carolina and eleven other tenants with such diverse interests as Oceanographic Research, Marine Engineering, Metal Fabricating, Boiler Welding, and Warehousing. Total employment on the site has grown from two security guards in October, 1975, to over 800 in May of 1977. The new jobs are in areas that the Boston labor market has a ready supply of: welders, pipefitters, metal fabricators, and riggers. Of these 800 current jobs, 60% are held by Boston residents.

The City of Boston, (through EDIC) recognizing the value of the site for job creation in the skilled blue collar areas, and its potential increased contribution to the revitalization of the port, purchased the site at a cost of \$4.6 million in June, 1977.

The U.S. Department of Commerce has approved a joint application submitted by the City of Boston (EDIC) and the Commonwealth of Massachusetts, (Massachusetts Port Authority) for a Foreign Trade Zone in Boston. In this area goods can be imported and import tariffs do not have to be paid. The trade zone is advantageous in that goods can be imported, modified, and subsequently re-exported without the necessity of paying U.S. duties or involving the beauraucratic problems inherent in a bonded warehouse. In a similar manner raw or semi-processed materials can be imported for manufacturing with duties paid only on imports and not on the final product. The chosen site for this zone is 5.1 acres within the BMIP including Building #32 which consists of 10 levels and 340,000 square feet of floor space. Funds totaling \$1.1 million have been committed to the renova-

tion of Building #32 and it is expected that work will be completed during the next year. Interim occupancy will be possible.

The FTZ will be owned and improved by EDIC. The Massachusetts Port Authority will operate and market the FTZ on the basis of a long-term lease. The Port Authority has already begun actively marketing the site and about 150 letters of interest have been received to date. By 1980, the FTZ is expected to be fully operational with 350 people working on the site, engaged principally in light manufacturing, assembly and packing. The FTZ's activity may generate upwards of \$10 million for Boston's economy and through an overall multiplier effect produce 525 additional jobs throughout the region.

Market for the BMIP

The market for a marine oriented industrial park appears excellent. Commercial traffic has been rising over the past 10 years and the Massachusetts Port Authority sees a continuation of this trend. The Port of Boston is experiencing an annual growth rate higher than any other U.S. North Atlantic Port, and as the activity of the port increases, there is an increased demand for ship repair and maintenance facilities. Since November of 1975, the BMIP has been able to attract 17 vessels to its dry docks representing contracts valued at over \$15 million.

Second, Naval Work, which forms the contract base for many ship repair facilities, has risen and is projected to rise in and through the late 1970's. Current estimates place the value of Naval contracts to be awarded at \$1.7 billion for fiscal '77, \$2.13 billion for fiscal '78 and \$2.19 billion for fiscal '79. Associated with the expanding naval contracts is their policy of providing more business to private ship repair facilities and an opening up of the contract bidding process. Such trends will move away from the old "home port" repair and maintenance provision and allow Boston firms to compete for a portion of the expanded Navy market. Navy contracts in Boston alone have already increased from approximately \$5 million in 1975 to over \$30 million in the first half of 1977.

The new 200 mile limit and the proposed upgrading of the Fish Pier will both contribute to growth in the fishing industry. With this growth there should be a concurrent increase in the demand for the construction and repair of fishing vessels.

In addition, the ship repair work will require a substantial amount of sub-contracting for services, such as test work on electrical equipment and production of custom heating hoses or steam vents. This primary market provides an excellent opportunity for incubation space for marine related industries. In conjunction with this, there will be the opportunity for development of container support industry in the BMIP, for Massport's planned containerport and a stimulus for the location of industry manufacturing heavy, bulk products to be shipped by sea.

A further opportunity for development in the BMIP is in the field of off-shore oil rig outfitting and supply. Complete units containing all electronic navigational and communication equipment can be manufactured and installed on the site.

b. Proposed Activities

The market demand for the BMIP and the job generation potential clearly exist, and the City has demonstrated its commitment to the project. In order to further the rapid development of the industrial park, an additional investment of \$8 million of public money is necessary. Because of the failure of the Navy to perform regular maintenance work on some of the facilities at the BMIP, they are now in dire need of repair.

A blanket environmental statement for the second phase of repairs needed is currently being prepared jointly by EDIC and the Mass. Government Land Bank for submission to the State Department of Environmental Affairs and is expected to be completed before July 30, 1977. EDIC has already received a negative assessment from the Federal EPA for the repairs already scheduled at the BMIP and for proposed new uses of the facility.

Proposed activities in the BMIP consist primarily of repairs to Dry Dock #4, infrastructure existing buildings, and the jetty area.

1) Repair of Dry Dock #4

Project Description

There is an immediate need for repairs to Piers #5 and #6 at the BMIP. These two piers taken together form the deck and side walls of Dry Dock #4. Due to long term neglect, the exterior sides of both piers have eroded, causing problems to the deck surface.

Specific repairs to be accomplished under this program call for: placement of new steel piles, removal of deteriorated beams, re-building of the rip-rap slope, and repairing pier decks. When these repairs are completed, the structural integrity of the deck will be insured. The normal life expectancy of these repairs is in excess of 30 years. When the dock is rehabilitated it will support the employment of approximately 650 jobs per year in various skilled and semi-skilled trades such as welding, pipefitting, metal fabricating and ribbing.

Public Investment

To accomplish the repairs called for in this program, EDIC will need to spend approximately \$3.0 - 4.0 million dollars in a one time investment.

Time Frame

Due to the current condition of the piers, this work needs to be done relatively quickly. EDIC would like to start reconstruction activities within 12 months. A blanket environmental assessment is being prepared for completion in July, 1977, which should cover all rehabilitation or new construction on the site. The entire repair program should be completed in 24 months.

2) Infrastructure Improvements

Project Description

There is currently extensive infrastructure within the BMIP. However, due to age, subsurface conditions, and lack of maintenance, the systems have deteriorated and need upgrading. Reliable utilities are vital to the full development of the BMIP.

Upgrading of all systems is planned, as well as some improvements to meet the new requirements of the BMIP with its new or changed uses. The completion of the work program will provide the entire 102 acres with adequate transportation and utility services. These improvements will be sufficient to supply a fully operational ship repair facility and all additional developments at the BMIP.

Public Investments

Public investments required for this work program include:

- Repairs to the Sewer System

Replacing and relaying existing systems, repairing ejection pits, and miscellaneous work - \$100,000.

- Storm Drainage System

Repairs to the existing system and relaying storm sewers entering the Sanitary System - \$150,000.

- Fresh Water System

Replacing certain lengths of the main, repairing various valves and connections, and repairing sections of existing mains - \$400,000.

- Electrical Distribution System

Repairing sections of 13.8 and 2.4 KV mains, renovating certain sub-stations, including switches, breakers and transformers, and servicing various building hook-ups to main distribution systems - \$350,000.

- Roadway Pavements

Reconstruction of primary park roads, temporary repairs to C Street and repairs to secondary roads - \$450,000.

- Trackage

Rehabilitation of railroad tracks (standard guage) and rehabilitation of gantry crane tracks (22 foot guage) - \$300,000.

Total public investment under this program will be approximately \$1,75 million dollars.

Time Frame

The work to be done under this program should be accomplished within a 16 month time frame.

3) Building Repair

Project Description

Due to the length of time that the structures within the BMIP were left unattended, most have experienced deterioration. It has been the policy of EDIC in the operation of the BMIP to preserve and restore as many of the existing structures as possible. Some structures have already been repaired.

Repairs are proposed for three additional buildings along with conversion activities. Conversion activities will enhance the marketability of the site while at the same time upgrading the current land use. Specifically, what is to be accomplished under this work program includes:

- conversion of Building 21 from an administrative facility to a Berthing and Messing Center (Ships Crew Facility).
- renovation of Building 19 to convert it to an incubator facility for light manufacturing and ship repair support industries.
- the completion of renovations to Building 24 for use as an administrative facility.

Public Investment

The work program requires the following investments:

- Building 21

Demolition of the wood section, removal of most non-structural elements of interior of the brick structure, replacing of the plumbing and heating system, partitioning for dormitory purposes, constructing and equipping of a galley section - \$640,000.

- Building 19

Repairs to roof and gutters, painting exterior of building, repairs to mechanical systems on first floor - \$172,000.

- Building 24

Repair roof - \$8,000. Total Public Investment under this program would be approximately \$820,000.

Time Frame

The work to be done under this program should be accomplished within a 16-month time frame.

4) Jetty Repair

Project Description

There is approximately 15 acres of cleared waterfront land at the BMIP. This area, known as the jetty area, is a peninsula with over 2400 linear feet of wharf space, and water depth running between 35' and 40' at Mean Low Water (MLW). The load bearing capacity of the dock has been decreased in some sections due to tidal action and improper maintenance. When finished, the repair program will enable the complete utilization of the wharf section, and the accessibility to maritime loading activities along its entire 2400 foot length.

Full utilization of the jetty area will include ship repair work, tie-up and float work, marine cargo handling, and offshore oil support activities. It is expected that under no development alternative will the load bearing strength on any section of the wharf exceed 50 Dead Weight Tons (DWT). Under this program all repairs will restore the wharf to a minimum of this capacity.

Public Investment

The following public investments are required under this work program:

- The West Jetty

850 feet of repair and restoration of defective piles, refilling steel frames with concrete, repairs to the concrete dock, pile caps and beams, and repair or replacement of components parts. (e.g. fender system, rails) To support the activities of Dry Dock #3 - \$525,000.

- The North Jetty

Repair and restoration of defective piles - \$618,000.

- The East Jetty

Repair and restoration of defective piles -
\$150,000.

Total public investment required in the jetty area is approximately \$1.3 million.

Time Frame

The repairs to the Jetty area should be accomplished on an as needed basis - as the demand for the space warrants, and as income generated from its uses is sufficient. The repairs to the West Jetty will be undertaken within 24 months. The other repairs will follow.

c. Expected Benefits of BMIP Repairs

The proposed repair programs will create the framework for development of 3500 new jobs directly related to the skills of Boston residents. The continued operation of Dry Dock #4 will generate 650 jobs per year and \$7 million in total wages. (Currently over 60% of these jobs go to Boston residents.) The repair of the jetty area will directly generate 200 jobs, and will create the support area necessary for ongoing operations, such as ship repair and cargo handling. Infrastructure improvements will enable the development of a major East Coast ship repair facility, as well as an extensive support industry facility.

As a result of the generation of new employment, new industries will also contribute significantly to the various neighborhood commercial districts by means of additional income to residents. New industry will also contribute to the Boston regional economy by means of increased sub-contracting for goods and services to Boston area vendors. The subcontracting from the dry dock repair work alone will be in excess of \$8 million per annum, with 50% going to Boston firms. This spin-off will be generated from the \$15-20 million total value of repair contracts in Dry Dock #4 per year.

The public investment in upgrading the facilities of the BMIP will induce substantial private investment by the various lessees in the park. The ship repair company leasing Dry Dock #4 will invest \$500,000 to \$600,000 by 1979 in overhauling the gantry cranes, renovating the existing structure used for on-shore repairs, and renovating the administration building to be used as a personnel facility for sailors whose ship is undergoing long-term repair. Private investment in the jetty area will be primarily in major equipment,

\$3-5 million per crane, but will also involve \$1 million for paving the area and constructing secondary structures. The relatively small public investment (\$820,000) in building repair at the BMIP will enable EDIC to lease the buildings as is, with the lessee making any interior improvement, i.e. walls, ceilings, electrical systems, loading docks, and bays. The expected private investment for this is \$500,000.

In support of the anticipated level of employment, it is expected that private investment in plant and equipment at the BMIP will exceed \$20 million.

Because the repair programs will facilitate successful marketing of the BMIP, they will have a direct impact on the City's tax base, by means of payments to EDIC made by those companies leasing space of the site. EDIC returns to the City a percentage of the gross revenues. The revenue for the City is estimated at \$60-120,000 for the first 3 years, and \$3-400,000 thereafter.

d. Marketing of the BMIP

As the repairs and upgrading of the facilities at the BMIP are completed, there will be a major ship repair facility available once again in the Boston Harbor. This facility will be highlighted by two dry docks, more than adequate pierside space and open space adjacent to both the dry docks and piers.

To fully utilize these attributes and to achieve the projected employment levels for the BMIP, a continued marketing effort will be pursued. Due to the specialized nature of the ship repair industry only certain marketing campaigns are effective. Generally, these include contracts through trade journals and publications, and meeting with people from the ship repair industry. To ensure that the BMIP facilities are utilized to their ultimate capacity, it is anticipated that an additional full time person will be added to the marketing staff. In addition, the budgets for printing, design, and traveling will also be expanded. The marketing budget for the BMIP will be highest during its first 2 years of operation. Total expenditures for salaries, printing, design, and travel over the next two years will be approximately \$150,000.

Over a period of 10 years, the budget will average approximately 6% of gross sales.

Financial Assistance

As part of the marketing process at the BMIP, EDIC will offer a package of financial assistance to businesses through combinations of EDA and SBA funding, for operating capital, lease hold improvements and expansion. EDIC will hire a financial assistance officer to help interested firms in packaging the various loan programs available. After bringing the system up to its operating capacity, it will be expanded to include businesses throughout the City. To facilitate this expanded kind of operation, there will be a need for additional money up front for promotional purposes.

The active pursuit of available financial assistance programs will be a benefit not only to the development of the BMIP, but to the economic development of the City. Through this type of program, the City, at little cost to itself, will leverage federal monies, previously unused, and private capital. Considering all recognizable costs, this program can be run for \$30,000-40,000 per year.

Containerport

4. Containerport

Project Description

In 1975 the City of Boston and the Massachusetts Port Authority jointly commissioned a study of the existing containerport at Moran Terminal in Charlestown. The study concluded that the Moran facilities were operating beyond their designed capacity, and that the resulting overcrowding and lay over time for a ship could precipitate a decline in activity as shipping lines go elsewhere to be serviced more efficiently. Generally, port traffic has increased in recent years, primarily in petroleum products, due to New England's dependence on imported fuel. The cost of alternate forms of transportation has increased as the cost of energy rises, and shipping is becoming increasingly competitive. At the same time, computerized stacking systems and advances in the technology of containerization have made shipping more efficient, and container cargo traffic has experienced increases which are expected to continue.

With the premium for existing waterfront land in Boston, the location of an expanded containerport is of great importance to the City and its future. Given the current heavy demand for waterfront space, land use decisions must be made which permit the most efficient uses of this land.

Currently there are two alternatives being introduced for location of the containerport. Massport holds a long-term lease from the Federal government for the Boston Army Base, a 43 acre site between the BMIP and the reserve channel. The rest of the site containing 4150 feet of berthing space and contiguous warehouse buildings, is now under Federal use but will be surplusd within 4 years. Massport could begin container operations on the western end of the army base within the next 2 years, using an access route through the BMIP to Massport's 24 acre vacant area, Commonwealth Flats. Additional berthing space along the wharf could be utilized for increased container traffic or Roll-on Roll-off berths.

Alternatively, Massport could fill in the area between piers one and four on the channel side of the BMIP for pier head and back up space. Under this configuration Massport would be provided with a transit corridor through to Commonwealth Flats.

The proximity of the new containerport to the BMIP in either location, will represent a unique opportunity for mutual support. The presence of the containerport will serve as a stimulus for locating industries in the BMIP which require container shipping. It will also spur the development of container supply manufacturers who will in turn serve the containerport.

Private Investment

All investment in the preparation of the Boston Army Base for use as Massport's new containerport will be handled by Massport and will require no Federal funding. Massport will invest \$45 million in preparing Commonwealth Flats as a container storage area and paving an access route from the army base or BMIP piers to Commonwealth Flats.

Benefits

The containerport project benefits the economy of both the City and the region. There will be some direct increased employment, 150 jobs in 2 years, 250 jobs in 5 years. Primarily, however, the containerport stimulates increased employment throughout the region by lower cost transportation of goods, especially for firms locating in the BMIP. In addition, the increase in shipping activity in the port will directly affect the volume of ship repair work carried out in the harbor area.

The City will also benefit from the new containerport by receiving increased revenues, both from leasing an access through the BMIP to Massport, and from payment in lieu of taxes and/or a per container or per ton surcharge.

Other Industrial Space

The Boston Army Base also contains an eight story concrete structure, Building 114, with 1.6 million square feet of usable industrial space. Currently this space is occupied primarily by the U.S. Department of Defense, but it should be available for industrial use within 2 years. Massport has agreed to EDIC's management of the building and its re-use. The space will be leased to manufacturing operations, including incubator industries, and will be closely tied to the Job Training Center to assure, through appropriate training programs and referrals, that over 50% of the jobs generated go to Boston residents.



Fish Pier Rehabilitation

5. Rehabilitation of the Fish Pier

The Boston Fish Pier is the center of all fishing transactions for the Boston metropolitan area. Fish are sold in the New England Fish Exchange on the pier and filleted or frozen by processors located on the pier or on Northern Avenue. The Fish Pier was constructed in 1912 by the Commonwealth of Massachusetts. It was operated privately by the Boston Fish Market Corporation until 1972 when Massport took over its operation.

During the last 30 years the condition of the pier and the local fishing industry have declined. In 1965 there were 59 fishing vessels operating from the Fish Pier; now there are 15.

Nevertheless the coming of the 200 mile limit and new financial interest in modern fishing boat acquisition has produced new hope for the revitalization of the fishing industry. The 1300 jobs currently at the pier can be stabilized and new jobs created. The renewal of the Fishing Fleet would reinforce ship repair activity at the nearby industrial park and could in time generate new demand for refrigerated container activity.

Specific Project

This proposal calls for reinvestment of 10-12 million in the publicly owned Fish Pier (8.4 to 10.5 m EDA, 3.6 to 4.5 m Massport). Recent studies of the pier have indicated serious problems with the structural integrity of the pier, the utility system, structures, and a need for new and more efficient loading facilities.

First phase rehabilitation will include:

- Rehabilitation of buildings 1 and 2 for use by fish dealers and processors. The third floor of these buildings will be renovated for other compatible rent-producing uses, either residential or office space;
- Rehabilitation of building 3 for compatible income produce uses;
- Rehabilitation of the power plant building to house central freezer cold storage, and heating facilities. It is also proposed that a new fish unloading and auction facility be located here and that it would be an appropriate relocation site for an enlarged ice plant. These facilities are badly needed for growth of the pier's operations as well as for reasons of sanitation and efficiency.

- Rehabilitation of the pier itself is proposed and would include resurfacing the apron and regrading and paving the central street. The traffic and loading patterns would be revised to eliminate the present problems of congestion.

This rehabilitation would be phased to allow minimum disruption of pier operations.

A second major component of this project would involve credit assistance for the Fishing Fleet. A new trawler now costs an average of \$1.6 million and most of the existing Fleet is over 20 years old. As an undercapitalized high risk industry the Fishing Fleet has been chronically unable to renew itself due to inability to get credit. This proposal calls for a Federally funded loan guarantee program to assist fishermen. Working with local banks and the proposed guarantee program, the City of Boston will offer technical assistance to fishermen to gain financing for new fishing boats.

Timing

The Fish Pier upgrading and loan guarantee program could begin as early as 1978. Preliminary engineering work and environmental clearance is already complete. The entire first phase pier upgrading could be accomplished within 2 years.

Benefits

Investment in the Fish Pier and the Fishing Fleet will have a major effect on a major New England industry. Fish processing which traditionally employs a resident blue collar, often minority, labor force will be stabilized in Boston with a potential for adding 1000 new jobs to the present base of 1300. Boston has the potential for becoming the principle fish processing center for New England due to its location within the regional transportation network. With the growth of the industry because of the 200 mile limit, fishing could double its level of activity within the next decade.

Charlestown Navy Yard

6. Charlestown Navy Yard

The redevelopment of the 103 acre Charlestown Navy Yard site is underway with a commitment of nearly eight million dollars in local and Federal funds. The project will build on the strengths of the site: proximity to downtown, the waterfront location, historic buildings and tourism potential. A mixed use development is proposed for the site including a new waterfront park, a marina, over 700 units of new housing, 400 rehabilitated units, commercial activity (possibly a hotel) and 25,000 sq. feet of light manufacturing. The BRA has received \$5.3 million in EDA development grants to begin work on the site.

Private investment for some \$40 million in new housing is tentatively committed. To firm up this commitment and to generate additional private investment in manufacturing, commercial and hotel activity, further public investment in this historic but deteriorated site is necessary.

Specific Projects

Park Completion

The development of a 6.4 acre waterfront park and adjacent public pier and dry dock area will require a phase II investment of public dollars. Phase I investment of 2.6 million of Bureau of Outdoor Recreation and Local Public Works Funds will be completed by Fall, 1978. Tentative commitment by the State of 1978 BOR Funds for \$700,000 phase II funding is in place. An additional \$700,000 match will be required to complete the project.

Street and Utility Reconstruction

First Phase housing construction is scheduled to begin Spring, 1978. Concurrent with that development, the City will be required to upgrade adjacent streets and utilities. Funds for this activity are not as yet committed. Combined Federal and City resources will be needed for \$800,000 to begin Spring 1978 construction.

Land Acquisition

The Boston Redevelopment Authority will acquire almost half of the 103 acre Charlestown site at no cost under the Historic Monument provisions of the Surplus Property Act. The area along the waterfront and adjacent to the public park has been designated a "new development area" and must be purchased from the General Service Administration for \$1.7 million. Although the Authority intends to resell this property to housing, hotel and manufacturing developers it will not recover its purchase price. Because site development costs are so high and to encourage the most desirable reuse for the land, a substantial write down of the sale price will be re-

quired. To aid the City in development of the property, Federal Funds are sought for 50% of the acquisition price (\$850,000) to help absorb the development cost associated with the project.

Building Demolition

Development parcel #1A at the foot of the new waterfront park contains one massive obsolete World War II industrial structure. This building cannot be adaptively reused and it obstructs park development. The demolition of the structure and temporary grassing of the area will significantly enhance the visual quality of surrounding development activity and create a highly marketable site for the development of a hotel and for commercial activity. Demolition of the building will require \$320,000 of public investment. The two acre development parcel will attract 250 new jobs, substantial capital investment and new tax revenue to the City of Boston.

The \$4.15 million in public investment identified in this proposal represents a second major phase of public infrastructure investment in the Charlestown Navy Yard Project. This investment comes from the following sources: \$1.50 Federal, \$0.70 State, and \$0.40 City and \$1.55 from either Federal or City sources; it represents a second major phase of public infrastructure investment in the Charlestown Navy Yard project or, with funds already in place, some 50% of the total required. This \$12 million investment includes most of the absolute minimum requirements for development to take place and would be sufficient to carry the project through 1982, at which time other funds will be required to further enhance the environment.

Building Demolition, Land Acquisition and Street and Utility Work should begin immediately and Phase II park Development should be initiated in 1979.

Benefits

Public Investment in Charlestown should generate 1800 new permanent jobs in service and manufacturing and 375 construction jobs (140 created by Phase II investment). It will spur over \$100 million in private investment and develop 1100 units of new subsidized and market housing stock. The project will generate \$4 million per year in taxes and, depending on the level of Federal participation, will be self amortizing in three to five years.

Long Term Development Potential

7. Long Term Development Potential

As we stated at the outset, the Boston Plan for the Harbor is the culmination of extensive planning and first phase development activities that have been going on since the surplus of the Boston Navy Base. While the first phase will lead to a completed set of developments, which will stand on their own as major contributions to Boston's economy and housing stock, additional activities in the more distant future can be foreseen.

a. Fort Point Channel Water Quality Improvements

The Fort Point Channel area of South Boston is a site with tremendous long-term development potential. At least three major private interests are ready to develop the land for residential, recreational, and commercial warehousing purposes as soon as the area's transportation network is improved and the water quality of the channel is upgraded.

Both the Boston Redevelopment Authority and the Boston Public Works Department have scheduled improvements to the Boston Main Drainage System which will reduce pollution in Boston Harbor, and specifically, in the Fort Point Channel.

Due to the scope and expense of the improvements needed, no isolated improvement will dramatically upgrade the water in Boston Harbor. Rather, the continuation of the joint program of new sewer and drain replacement and separation, construction of new major intercepting conduits of sufficient capacity, and construction of new pumping and treatment stations, will progressively bring improvement.

The BRA is now completing the new South End Pumping Station, the first half of the South End Pollution and Flood Control Facility (PAFCF). The second half, will be funded in large part by the Environmental Protection Agency (EPA). All South End sewer and drain construction, will be complete by 1981. This is a \$35 - 40 million program.

The Boston PWD has been asked by the E.P.A., to resubmit their application for over \$50 million in Federal E.P.A. Grants to construct new large intercepting sewers to replace existing conduits which have become structurally unsound, and have insufficient capacity, resulting in frequent overflow of sewage to the Fort Point Channel.

This project is currently in the second stage of a three stage process. The initial planning analysis has been done, and a contract for \$1 million for the engine-

ering design has been signed. Construction will begin in 1979 and will take 33 months to complete.

b. Related Private Investment - Fort Point Channel

These improvements to the channel's water quality, coupled with improvements to the transportation network will trigger substantial private activity near and along the Fort Point Channel. This private investment will result in new jobs, new housing, and substantial new tax revenues for the City and its residents.

Penn Central Rail Yards

Forty eight acres of the 65 acre Penn Central yards near Fort Point Channel are on the market at this time. There is serious interest in half of that space for a major new commercial activity that would represent substantial new capital investment and 500-1500 new jobs, as well as providing a stimulus to local business and manufacturing, the Port, and the Foreign Trade Zone.

The proposed commercial center and development of the other Penn Central properties, depends on a Northern Avenue Bridge solution and Seaport Access Road design. Pending a 1978 resolution of access, sale of the parcels could take place as early as 1979 and development could be completed by 1984.

The area is situated such that its eventual use will have great impact on other developments in the area. It is, therefore, very important for the City to see that the disposition of this land has a positive impact. The City will monitor the sale closely and consider means to control use of the land if necessary.

Athanas-Pier 4 Properties

The hotel commercial proposal for Athanas' 32 acres of land and water along the Fort Point Channel is highly compatible with an adjacent commercial center. Proposed market housing along the water's edge will both address the need to create new housing to attract the middle income suburban worker back to the city and provide a major tax generator. Development of the area will generate 445 construction jobs over an 8 year development period, and 100 permanent service sector jobs during 5 years following development.

Timing and success of the Athanas development is closely linked to the development of the Northern Avenue Penn Central property, and upgrading of the water quality in the channel.

Town and Cities

Development of the Town and Cities parcel is also extremely dependent on both the development of the Northern Avenue Penn Central yards and the water quality of the Channel.

Plans for the development of the 33 acres belonging to Town and Cities include 1500-3000 units of mixed income housing and commercial-warehouse space. There will be 170 jobs per year over 4 years generated during construction, and 400-700 permanent service sector jobs during the first 5 years following development.

The optimum development of these properties will require major investments to upgrade public spaces along the water, \$100-150 million new construction, and conversion of existing buildings to new uses. To undertake such a level of investment, extraordinary means for obtaining the confidence of lenders may be required. To assist development of these properties, the City will explore the applicability of the New Town legislation to these sites.

c. Surplus Massport Property

As Massport develops its facility in South Boston, the City and Massport will monitor Massport's needs for properties it currently owns around the harbor. These include Hoosac Pier, Moran Terminal, Commonwealth Flats, and East Boston Piers 1 through 4. Each of these properties is of potential value for more intensive uses, although each would entail significant capital investment by the City or private developers. As it appears that Massport will not need many of these facilities for port-related activity, consideration will be given to their transfer to the City.

d. Harbor Land Use Planning Study

Because the large tracts of vacant or underutilized land along Boston's harbor, including but not limited to the sites listed above, are of high potential development value, it is extremely important for the City to continue the development of a coherent policy for them. The success of the Boston Plan will increase the pressure of conflicting interests competing for these sites.

If the City is to be prepared to resolve issues as they arise, it must continue a steady effort to determine how these longer term development sites can be utilized in a way that will maximize employment opportunities, tax return, and mutually supporting relationships among the current and potential uses.



A study should be undertaken to further research already begun; including:

- an upgrading of the existing inventory of current land uses.
- a review by economists and planners of the most desirable uses for housing and harbor sites, and development of a marketing strategy for attracting users. (Particular attention should be addressed to the potential impact of the 200 mile limit on the growth of the fishing industry here.)
- an engineering inventory of the capacity of existing systems to support new development.
- A study of the capital investment required for the City to foster development of potentially surplus Massport properties.
- A review of the New Town legislation to determine whether any modification of the present statute would enhance its potential for a Harbor New Town.

The estimated costs of such a study are \$300,000.

C. Time Frame

Some Harbor activities have already begun and more can begin as soon as funding arrives. The Penn Central Rail Yards can be developed as soon as the decision on the Seaport Access Road is made. The BMIP can be ready for private investment to begin within 2 years. Development of the 2 other Fort Point Channel properties, on the other hand, depend on the Penn Central Yards, as well as the upgrading of Fort Point Channel, which would take up to 5 years, followed by 7-12 years of private development.

The following projected timetable details timing expectations for the Harbor proposal.

IV.
CONCLUSION

IV. CONCLUSION

The Harbor Proposal attempts to capitalize on the potential of the area for both port industrial and commercial/housing type activities. The combined activities of the City, EDIC, and Massport will create 10,000 permanent, primarily blue collar jobs within 10 years. To a considerable extent, these are steady, well paying jobs which require skills possessed by many of the City's unemployed residents. By matching CETA training programs with this process of job creation, it will be possible to insure that at least 50% of the new jobs created are taken by City residents. This will have a positive impact on the City of Boston's financial condition by generating more income to residents, some of which will be used to maintain the housing stock and to pay property taxes and rents.

In addition, there will be considerable secondary impacts, especially in the South Boston area by increasing the consumer spending power in the area.

The City of Boston's financial position will also be substantially improved by the Harbor Plan. By 1980, EDIC activities will be generating an annual net income to the City of \$350,000, which will grow to over \$1 million by 1987.

The Massport development will generate modest additional income to the City and will strengthen the fish processing activities which presently produce \$500,000 in property taxes each year. By 1981, the Harbor Plan will result in a minimum of \$2-3 million annual income to the City, either in new revenues, or current revenues which could be lost without the support included in the Boston Plan.

The charts which follow summarize funding needed and expected private investment leveraged, as well as job creation which should result from each project.

THE HARBOR PROGRAM DESCRIPTION

PROGRAM ACTIVITY	NO. OF JOBS CREATED const/yr. perm.	SKILLS NEEDED	ECONOMIC IMPACT	POPULATION SERVED	TIME FRAME
1. Boston Marine Industrial Park	245		will offer employment for persons who have marine repair skills but have been unable to use them recently -- will generate over 7,000,000 net income to City when fully operational	primarily City residents	1978-82
	3500	wide variety of skills			1978-88
2. Containerport	325		will have substantial positive impact on re- gional economy, & gen- erate modest revenues to City	Metro region & City	1978-83
3. Fish Pier	95	food processing, machine operators, fish filleters	strengthen fish industry in general, & expend its "export" aspects to rest of country & abroad	Primarily City Residents	1978-82
4. Charlestown	375	service sector jobs, light manu- facturing	will generate substan- tial tax flow to the City perhaps as much as \$4,000,000	Amenities will be used by Charles- town & Downtown residents	1978-88
5. Athanas-Pier 4	490		provides opportunity to continue expansion of downtown housing & obtain substantial but as yet unknown increased revenues to the City	metro region	1978-85

THE HARBOR PROGRAM DESCRIPTION

PROGRAM ACTIVITY	NO. OF JOBS CREATED const/yr. perm.	SKILLS NEEDED	ECONOMIC IMPACT	POPULATION SERVED	TIME FRAME
6. Town & Cities	63 2000	service sector activities	provides opportunity for City to maintain its national leader- ship role in service sector expansion	metro region	1978-88
7. Foreign Trade Zone	12 350	machine operators, assemblers	increase demand for port and other trans. services	metro region	1978-82
8. Job Training Center	14 75*	provides job training	provides direct mechan- ism to get City resi- dents into newly crea- ted jobs	City residents meeting CETA qualifications	1978-79
9. Seaport Access Road	60	construction trades depen- ding on unem- ployment rate	Strengthen residential areas of So. Boston by removing truck traffic from local streets	So. Boston & Business opera- tion throughout metro region	1978-82
10. Northern Avenue Bridge	170	"	" also increased develop- ment potential of whole FPC area		1978-80
11. Fort Point Channel Sewage Control	340	"	Increases development potential of whole FPC area	City & Mass coast general	1978-83
Construction:	12,860 over 10 years				
	average 1286 or 1300/yr. for 10 years				
Permanent:	total 9375				

* public service jobs



HARBOR FUNDING REQUIREMENTS

PROGRAM ACTIVITY	TOTAL COST	AVERAGE ANNUAL ALLT.	POTENTIAL FUNDING SOURCES Federal State Local Private	OPERATING AGENCY	TIME FRAME
1. Boston Marine Industrial Park	\$7,020,000 20,000,000	\$1,755,000 2,000,000	EDA, City of Boston, UDAG Private Investment		1978-82 1978-88
2. Containerport	40,000,000	10,000,000	Mass Port Authority	Massport	1978-82
3. Fish Pier	3,600,000 8,400,000	900,000 2,100,000	Massport EDA	Massport	1978-82 1978-82
4. Charlestown Base**	110,000,000 12,000,000	11,000,000 2,400,000	Private Investment EDA, City of Boston, BOR, UDAG, DOT	BRA	1978-88 1978-83
5. Athanas -Pier 4	100,000,000		Private Development		1978-85
6. Town & Cities	20,000,000		Private Development		1978-88
7. Foreign Trade Zone*	2,000,000	1,100,000 500,000	EDA/City Massport, private	M/P-EDIC	1978-82
8. Job Training Center	802,000 3,293,000	401,000 3,293,000	EDA, City of Boston CETA	EDIC EDIC	1978-79 1978-79
9. Seaport Access Road	7,000,000	1,750,000	Urban Primary 70 30	State DPW	1978-82
10. Northern Avenue Bridge Approaches	10,000,000	5,000,000	Bridge Replacement Fund, FNWA	State DPW	1978-80
11. Fort Point Channel Sewage Control	58,000,000		EPA, State, City match (75%) (15%) (10%)		1978-83

* Considerable investment by City, EDIC, EDA already in place.

** Considerable public funding commitment by City, BRA, and BOR already in place.



THE HARBOR PROGRAM DESCRIPTION

PROGRAM ACTIVITY	TOTAL COST		NUMBER JOBS Created/Years		TIME FRAME
	Public	Private	Temporary	Permanent	
1. Boston Marine Industrial Park	\$ 7,020,000		245	3500	1978-82
2. Containerport		40,000,000	325	250	1978-83
3. Fish Pier	8,400,000	3,600,000	95	1000	1978-82
4. Charlestown	12,000,000	110,000,000	375	1800	1978-88
5. Athanas-Pier 4		100,000,000	490	400	1978-85
6. Town and Cities		20,000,000	63	2000	1978-88
7. Foreign Trade Zone	1,100,000	2,000,000	12	350	1978-82
8. Job Training Center	4,095,000		14	75	1978-79
9. Seaport Access Road	7,000,000		60		1978-82
10. Northern Avenue Bridge	10,000,000		170		1978-80
11. Fort Point Channel Sewage Control	58,000,000		340		1978-83
Total	\$107,615,000	\$275,600,000	2189	9375	1978-88



